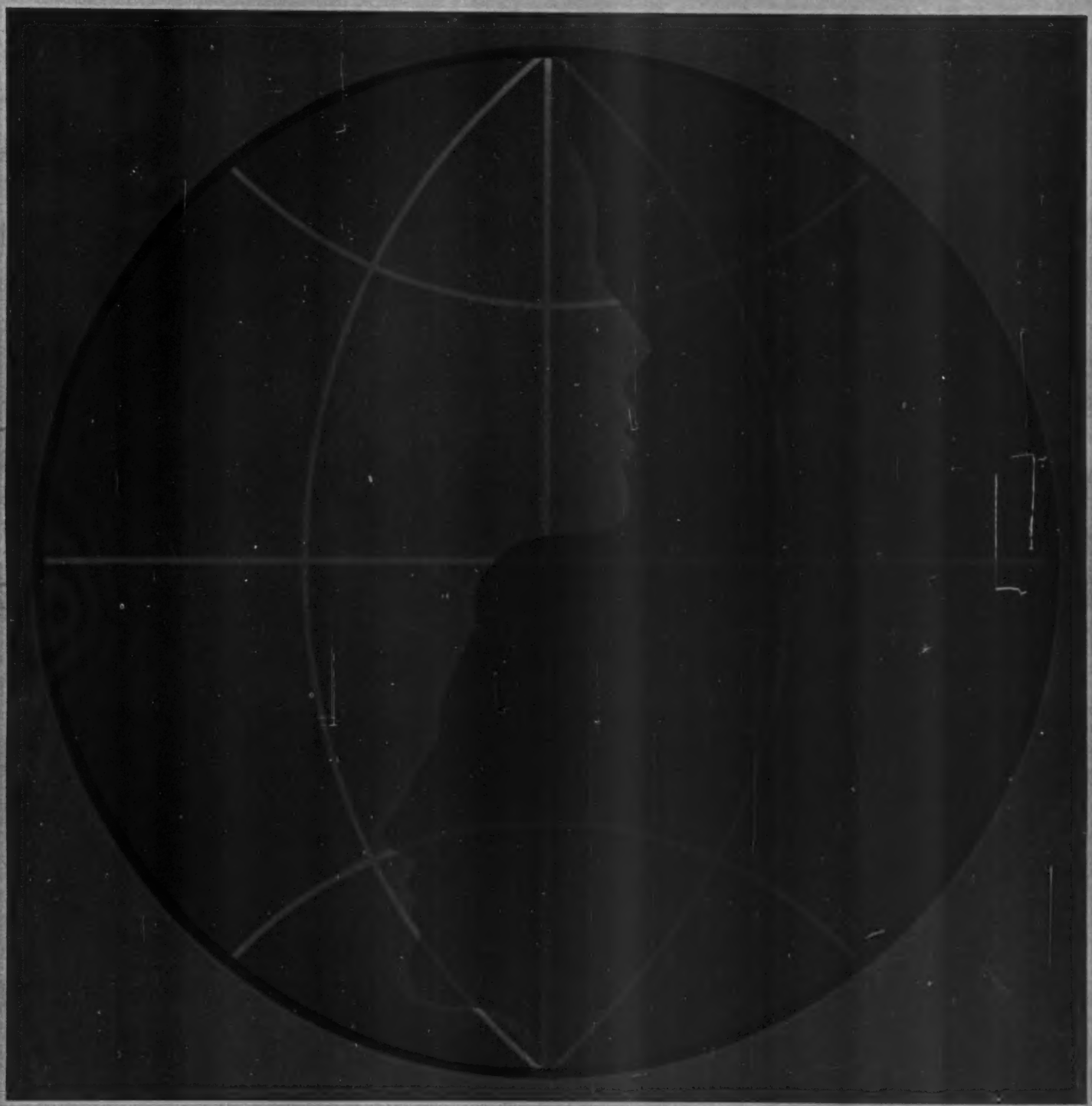
womanpower

november 1975 U.S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

A Special Issue of Manpower Magazine



womanpower

volume 7 number 11 U.S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

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Creating Womanpower

The Book of Genesis, which was probably written by a man, says that God created woman from one of Adam's ribs. This month, in an International Women's Year variation on that theme, we have taken two letters—we might consider them ribs—used in MANPOWER, placed them at the beginning of our name, and created this special issue called WOMANPOWER.

WOMANPOWER focuses on women's quest for equity in the work world. It describes progress toward this goal and highlights remaining problems, including sex discrimination in vocational education and working women's difficulties in combining job and family roles.

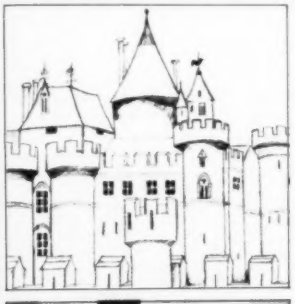
The implications of women's struggle for an equal chance at good jobs and good pay are immense. Women make up 39 percent of this country's work force, 53 percent of its adult population, and—of course—100 percent of its mothers. Improvements in women's labor force status are therefore bound to affect not only women but men, children, and the Nation as a whole.

Unfortunately, job equality will not be achieved without some pain. It is often agonizing for women to break out of familiar and socially approved economic roles, even when those roles are limiting and poorly paid. And it may be just as agonizing for men—whether as workers, employers, or husbands—to adjust to women's rising status.

But the changes hold promise as well as pain. With full access to all jobs in the economy, women should be able to use their individual talents in whatever kind of work offers maximum personal and monetary reward. Men, freed of sole responsibility for breadwinning, may suffer less pressure to lead continuous, success-oriented worklives. And, by seeing competent workers of both sexes in all kinds of jobs, children may better learn that in making their way through life, their personhood is more important than their sex.

These are strong incentives for change, visions that can help both men and women bear the transitional pain. International Women's Year gives us all a good chance to focus sharply on these visions and take whatever action is needed to bring them to life.

Gloria Stevenson



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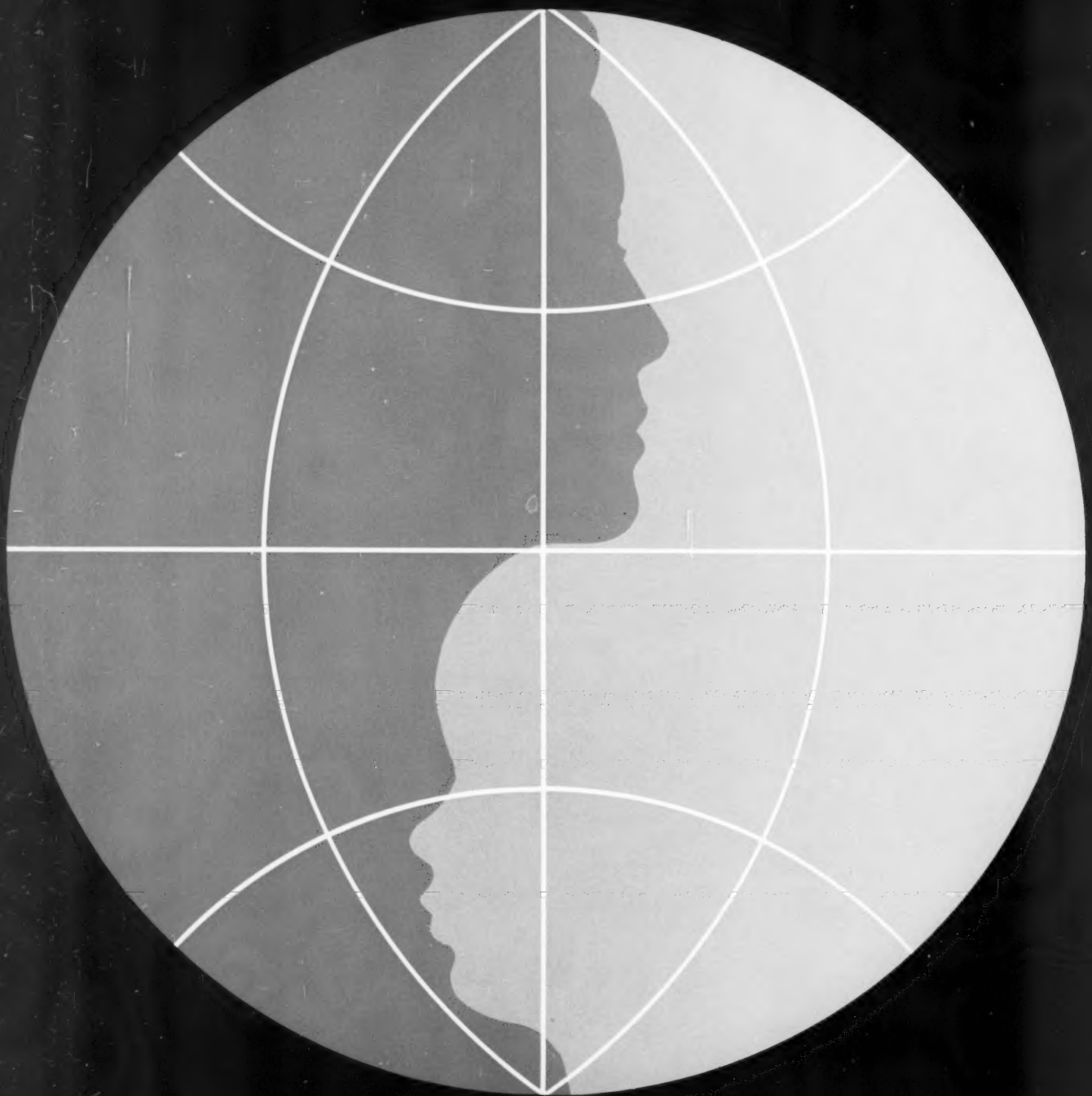
Working Mothers: A World of Problems



International
Women's Year
1975

During the past several decades, nations around the world have seen significant growth in the number and proportion of women—especially of married women—in the work force. Yet, the cultural norms of many, if not most, countries remain ambivalent concerning the employment of women outside the home.

Rarely, outside the socialist group, do countries fully accept or endorse women's employment. Political constraints reinforce ambivalent cultural attitudes and generate resistance to acceptance of the costs involved in making it possible for women to work outside the home without discrimination if they so wish. Hence, the persisting reluctance of society to adjust its structures to the changing roles of women and to assist in their integration in the work force.

The lag in providing support structures for working women is evident in the area of child care and housework. Women, even when working full time, still bear the heaviest share of these responsibilities. The key issue for working women around the world is how to reconcile their home and family roles with their new occupational status.

Slow Response to Needs for Child Care

Despite the steady increase in the number of married women workers with young children, and despite the growing recognition of the importance of preschool education from the standpoint of child development, the infrastructures of child-care services and facilities needed to ensure the welfare of the children and the peace of mind of their parents has in most countries been slow to respond to new needs.

Nonetheless, the past decade has seen some sporadic progress. More countries have come to believe that proper care for the young children of working parents is an obligation of the community and have evinced willingness to make greater resources available for this purpose. Moreover, attitudes towards the employment of married women and their right to work have evolved. As the Canadian Royal Commission on the Status of Women put it in its 1971 report, the time is past when society can refuse to provide community child-care services in the hope of dissuading mothers from leaving their children and going to work: This flies in the face of facts.

A changing climate of opinion can be seen in countries like the Netherlands, Spain, Australia, and New Zealand. The trade unions in a great many countries are giving serious and continuing attention to the problem of child care and are putting it forward as a basic right for workers. Yet, facilities for the care and education of preschool-age children have developed rather slowly in most countries during the past decade.

In the developing countries of Asia, Africa, and South America, concentration on the extension of primary education—a natural priority—has led to neglect of preschool care and education. Moreover, preschool services, however valuable in themselves, tend to be expensive and beyond the reach of developing countries with many needs and scant resources. As a result, these countries have little in the way of publicly subsidized or organized child-care services for the children of working parents.

Services which have come into being in developing nations have most often been set up at the initiative of voluntary organizations, mostly women's groups, and are run by local bodies of these organizations. And in some of the developing countries not yet able to build up a publicly subsidized network of preschool facilities, employers of more than a certain number of women are obliged to arrange facilities for the care of children under a certain age.

In developed countries, services for the care of young children outside the home take a variety of forms, ranging from child-minding to highly elaborate child-development centers and clinics. While there is an overall shortage of facilities almost everywhere, the shortage is most acute for the care of children up to 3 years old. This is partly due to a general feeling in many countries that, irrespective of pressure on parents to work outside the home, children in this age group are better off at home in the care of a parent or relatives, and partly due to the high cost of adequately run and supervised nurseries for babies and toddlers.

In Australia, Canada, New Zealand, and the United States, only a very small proportion of young children are served by group-care arrangements. Instead, these countries rely heavily on care within the nuclear or extended family or on placement of the child with a nearby family or child-minder.

The group-care arrangements that do exist generally cater to those over 3 years of age. Authorities have felt increasing pressure, however, to encourage and promote community day-care facilities, and some progress has been made despite the persistence of somewhat ambivalent attitudes towards the outside employment of women with young children. Private facilities for preschool education and training tend to be costly and thus beyond the means of most working mothers. For the

This article is based on a section of a 1975 report by the International Labor Office in Geneva, Switzerland. Single copies of the report, *Equality of Opportunity and Treatment for Women Workers*, are available free from the International Labor Office, Washington, D.C. Branch, 1750 New York Avenue, NW., Washington, D.C. 20006.

Danish children seem content at Kennedy House, Denmark's largest youth center, where they are cared for in kindergarten while mothers are at work in Copenhagen.

Danish Information Office

future, an expansion of the network of publicly run or publicly subsidized and supervised nonprofitmaking day-care centers is predicted.

In the Nordic countries, where group day care for children is a long-standing arrangement, the network of facilities such as day nurseries and kindergartens has been expanding fairly rapidly. During the 1960's, the number of day nursery places trebled in Sweden, while in Finland the number of approved day-care centers increased by 62 percent between 1959 and 1969. But an admitted unfilled need for child care still reduces women's possibilities for work outside the home, particularly in rural areas.

The Western European countries have also made progress in developing child-care facilities, particularly for children over 3 years of age. In France, for example, the idea that the state should provide child-care facilities is well established. Over 60 percent of the children between 2 and 6 years of age go to nursery school, and almost all 5-year-olds and three-quarters of all 4- to 6-year-olds attend some form of preschool educational establishment. Despite the emphasis on these establishments, however, the targets have not been fully met. There is a particular shortage of facilities for the care of infants. A 5-year program of expansion has been adopted with the aim of setting up and staffing 2,000 nurseries and day-care centers.

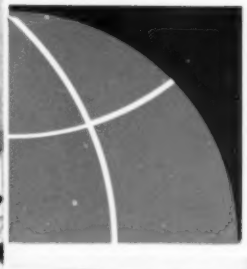
Neighborhood Day-Care Centers Rate High

In Japan, according to a 1966 survey, about 20 percent of women workers avail themselves of day-care centers; over 70 percent leave their children in the care of other family members or neighbors.

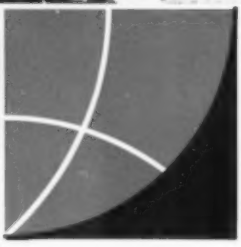
In the USSR and the socialist countries of Eastern Europe, the development of child-care facilities has reached a high level. This is a reflection of the social philosophy of these countries in respect to both the equality of the sexes and the care and upbringing of children. In the USSR, in 1971, over 9.5 million children attended preschool establishments and nearly 5 million went to seasonal kindergartens or other part-year establishments. These are publicly maintained; parents pay only a small share of the cost, the amount depending on their earnings and on the size of their family.

In all countries, industrial day-care centers located where the mother works or adjacent to the workplace are far less popular than neighborhood day-care facilities. In Czechoslovakia efforts are made to have nurseries located within a half mile of children's homes, and in Nordic countries like Denmark, new day-care centers are being built as an integral part of large apartment or housing complexes. The advantages of neighborhood care are that it avoids long journeys for young children and keeps them in familiar environments. Moreover, such care can be closely coordinated with other day-care programs, particularly those designed for the higher age groups.

The provision of supervised group care for school-age children outside normal school hours and during holiday periods is a rather neglected area of child care. The socialist countries have taken the lead in this field, with extended arrangements for after-school care centers, leisure-time cen-



Australia's new child care programs offer a home-like environment. This North Sydney center is equipped with play telephones to provide happy diversion for children of working mothers. Australian Information Service



In Tokyo child-care center Japanese tykes spend part of the day listening to music from a tape deck.

Sekai Bunka

ters, school clubs, youth centers, and school meals during the school year and vacation centers and camps for care during holidays not spent with parents. Elsewhere, the greatest progress in most countries has been in the provision of school meals by countries like Belgium, Canada, France, the Nordic countries, and the United States. There are also after-school supervision centers, leisure centers, play centers, holiday classes, and vacation centers in many countries, while the Nordic countries have the addition of a "park aunts" system for after-school care.

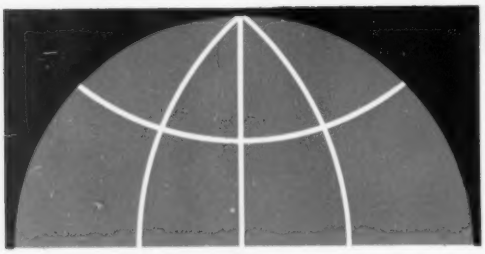
There remains a shortage of such facilities, however, despite the relative ease and economy of their organization, and consequently there remains also the problem of "latch-key children" who let themselves into empty homes or roam the streets until their parents return from work. There is a clear need for greater and more imaginative attention to the basic area of care for young school children. Moreover, the whole situation draws attention to the importance of harmonizing, so far as possible, working hours with school hours.

Like child care, housework presents problems for married women workers. Despite the progress in a number of countries towards a greater sharing of parental responsibilities

Working Mothers

A mother in the Federal Republic of Germany may have a choice of varying hours.

German Information Center



A Nigerian mother can be a policewoman in liberated Nigeria.

United Nations

Japanese lantern-maker may avail herself of child care offered by day-care centers, but most of Japan's working mothers leave their children with other family members or neighbors.

Sekai Bunka

Working on the railroad in the USSR, a signaler flags the Trans-Siberian Express. What she pays for child care at a publicly maintained industrial day-care center depends on her earnings, a small amount of the total at most.

Black Star

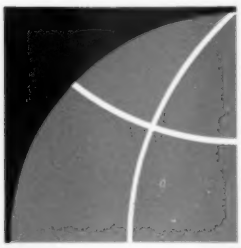
Australian working mothers, such as this weaver in a Melbourne mill, favor childminders to look out for their youngsters.

Australian Information Service

(The photographs on this page show some working conditions which the Occupational Safety and Health Administration (OSHA) would consider hazardous in American plants.)

Ready to roll to Stockholm.

Swedish Information Service



Working Mothers

Kinder care in West Berlin. German Information Center

in the home and of domestic tasks by other family members, the heaviest burden continues to remain with women almost everywhere.

All recent studies show that the time spent by women on household tasks far exceeds that spent by men on such tasks. Married women workers with children are the worst victims of this overwork.

International comparative research in urban and semi-urban areas of 12 countries in 1965-66 showed that, almost without exception, married women generally worked longer hours at home than their husbands because of the traditional division of family chores and concept of sex roles. Because they were expected to conform to a certain image imposed by society, women, even when working full time outside the home, had to devote a large part of their so-called "spare" time to the care of the family.

On the whole, working mothers had less than two-thirds of the free time that their husbands enjoyed. Their total weekly hours of work amounted to between 70 and 80.

In the USSR and Eastern Europe where, generally speaking, women encounter little or no discrimination in law or practice, there are still reported to be practical difficulties connected with achieving full equality of men and women in work and family life. A 1972 Leningrad survey showed that women workers carried a far heavier housework burden than men and had very little time for leisure of any kind. Over two-thirds of the women complained of fatigue.

And in Sweden, a 1965 survey indicated that women were carrying the burden of household work with little if any help from the husband. Since then, however, there has been a movement in favor of sharing such duties much more equally and a change of attitude on the part of the younger generation, all facilitated by modern household technology reducing drudgery and saving time.

If overwork by married women workers has been recognized as a serious problem in the developed world, it is also an issue of concern in the developing countries, where the great bulk of the female work force—over 90 percent in some countries in Africa—is still in agriculture. In such nations women combine drudgery in the fields with household drudgery. Home chores are often hampered by the lack or inadequacy of water and of cooking facilities and the absence of child-care services.

The amount of time that working women spend doing housework could be reduced in several ways: First, and as one of the prerequisites to sexual equality, a more equal and equitable sharing of the burden of housework and the care of children between men and women. A second approach is greater mechanization of housework, so that both men and women have more leisure. This could be accomplished through the increased availability of appliances such as washing machines that simplify and lighten household tasks. A third alternative is the shifting of a large part of household work outside the individual family. Conveniently located community services that provide inexpensive catering, cleaning, or laundry services, for example, could be of immense value to working parents and could be an integral part of local housing developments or community development services.

Unfortunately, not many countries give high priority to such measures and the poorest and neediest parents are the worst off.

Many problems of working women can also be substantially alleviated by measures affecting all workers, such as the progressive reduction of daily and weekly hours. As it gains still more ground, the trend towards shorter hours and longer and more frequent holidays will certainly benefit working parents.

A comparatively new concept of flexibility in working life and hours of work has emerged in the past decade. This is the introduction of variable working hours—varying in starting time, in finishing time, and even in the total number of hours spent at work.

Often introduced to alleviate transportation difficulties, this system can also be a personal convenience for working parents. There have been a growing number of experiments with such arrangements in Canada, the Federal Republic of Germany, Italy, Sweden, Switzerland, the United Kingdom, and the United States. The spread of such arrangements, where technically feasible, may prove most helpful for the harmonious combination of work and family responsibilities.

Greater flexibility of hours can also help solve some of the problems arising out of differences between working hours and those of schools and child-care services. Many countries are giving attention to means of dovetailing these hours so as to reduce or eliminate differences, but it is not an easy task, especially where normal hours of work are still long.

Some Countries Favor Their Working Mothers

A few countries grant full-time women workers with family responsibilities a day off from work each month to do housework. There has been no suggestion as yet that, where such arrangements exist, the housework day might be granted to either the father or the mother.

In some countries women workers with small children are granted extra annual holidays and certain other privileges relating to hours and conditions of employment.

A small number of countries have made it the law or practice to provide for a parent's leave of absence from employment in the event of a child's illness. In some cases this leave is given to women employees, and entitlement is limited by the age of the child and is subject to submission of a medical certificate—as in Italy (until the child's third birthday). In other cases—for example in Poland—either the mother or the father may take the leave and there is no age limitation, but usually a medical certificate is required. In Japan, if a woman worker whose child is cared for in a day nursery has to stay home because of the child's illness, her days of absence are treated as sick leave and she receives half-pay. In many countries, as in Austria, trade unions are pressing for paid leave for either parent for the purpose of looking after a sick child.

A need remains for research throwing further light on the problems which women face in coping with work and home responsibilities. And while these problems may be discussed as "women's problems," they are issues that also affect men, children, and society as a whole. □

News & Notes

Although more women are running for public office today, very few aspire to be President, Senator or Governor. This was one of the findings of studies presented at a conference on Women in Politics held September 26 and 27 at Adelphi University (Garden City, N.Y.) and sponsored by the university and the Institute for Suburban Studies. Other findings discussed by the 250 political scientists, sociologists, psychologists, and academic researchers were: (1) Girls whose mothers hold high-status jobs are more likely to be interested in politics than daughters of women who either don't work or have nonprestigious jobs. (2) Today's "political woman" is a little younger than the average woman who ran for office in the past, but otherwise not very different.

* * *

The number of married women in the labor force in the year ending March 1975 rose to the highest on record, reports the Department of Labor's Bureau of Labor Statistics. Some 3.9 million female family heads were in the work force. Women who head families rose over 400,000 to reach 7.2 million in March, the largest over-the-year increase in more than 15 years.

* * *

The Department of Labor's Manpower Administration has developed a new job search tool for the unemployed. Called JOBFLO, it summarizes information on the most frequently listed job openings in the Employment Service (ES) Job Banks each month. Based on information from districts that have at least 1,000 openings, it can tell jobless people or ES staff working with applicants where there may be large-scale demands for specific kinds of workers, the kinds of employees being sought, what the jobs pay, and the kinds of employers listing the openings.

Secretary of Labor John T. Dunlop has called on employers to pay women equally with men for doing the same work by moving women into higher-paying jobs and occupations previously open only to men. During fiscal year 1975 almost 32,000 persons, most of them women, were being discriminated against by underpayment. An estimated $36 million in back wages were owed workers. It is illegal to pay women less than men for the same work, and the Department of Labor asserts that women cannot afford the economic consequences.

* * *

In Cheverly, Md., the Northern Vocational Training Company will train 120 women in highway construction trades under a contract with the Federal Highway Administration. The program provides three types of training for groups of 40 women each: 30 months of training for operating engineers; 27 months for off-the-road truckdrivers; and 28 months for highway bridge carpenters. The trainees are expected to qualify for on-the-job training positions or apprenticeships.

* * *

The American Indian Nursing Association in Norman, Okla., has been awarded a $106,681 contract by the Department of Labor (DOL) to promote nursing as an occupation for Indian women. This is part of DOL's effort to support International Women's Year. Funded under title III of the Comprehensive Employment and Training Act, the Association will work with Indian prime sponsors in developing positions for registered nurses, helping sponsors recruit qualified candidates, and in locating appropriate schools to train nurses. Sponsors will be encouraged to use other CETA funds to train nursing candidates and fund positions for them after they are trained.

WOMEN in MANPOWER

by Gloria Stevenson

They're not as scarce as hen's teeth and it takes more than the fingers of one hand to tick them off, but prominent women in the manpower field are nevertheless precious few.

Only a handful of women are among the top administrators for the Nation's 431 Comprehensive Employment and Training Act (CETA) prime sponsors, and only two head State employment service operations. Relatively few academic women have become manpower researchers, and only a small number hold top-level jobs in State labor departments or in the U.S. Department of Labor. Women who operate training or placement programs at the local level are more numerous, but they generally run programs exclusively for women or youth—Job Corps centers, programs for minority women, and efforts to bring women into apprenticeship, for example.

Why are women so rare in the manpower field? Beatrice Reubens, a researcher who has gained international recognition for her studies of manpower problems and programs in Europe and Japan, answers that question with one of her own: "They call it *man*power, don't they?" Yes, but attitudes change.

Juanita Kreps, vice president of Duke University and an advisor on national manpower policy, points out that manpower is an offshoot of labor economics and holds that the field has been "the stepchild of the economists and the politicians." Historically, of course, few women have entered either the dismal science or the backroom arenas of power.

Given this background, it is not surprising that the relatively few women who have made significant contributions to the manpower field are an interesting lot. Generally strong individuals, they differ in terms of personal style, age, socioeconomic background, and specific areas of interest. Yet, certain characteristics—pragmatism, a strong belief in the importance of manpower programs, high energy levels, and ease in working with top-level men in their field, for example—crop up over and over again.

Following are glimpses of a cross section of women who have achieved prominence in manpower. WOMANPOWER regrets that space limitations do not permit descriptions of others who are also making valuable contributions to the field.

Gloria Stevenson is assistant editor of MANPOWER.

JUANITA KREPS

Competent, gracious, efficient—those are the kinds of adjectives people use to describe Juanita Kreps, the country's best known woman expert on manpower. The descriptions paint a picture of a woman who combines outstanding career success with traditional "femininity," and that's exactly what Juanita Kreps does.

Kreps holds top-level positions in education, manpower, and business. At Duke, she is a professor of economics as well as vice president. She currently teaches one course each semester and has done extensive research and writing in labor economics and manpower, including work in the economics of aging and the employment of women.

Kreps is a member of the National Commission for Manpower Policy, a permanent body set up by title V of CETA to advise Congress, the President, and the heads of Federal agencies on ways to strengthen national manpower efforts. She is also an advisor to the North Carolina Manpower Development Corporation, a nonprofit agency that conducts manpower research and training programs, and to several other human resources agencies.

Drawings by Richard Townsend

". . . I do like the feeling that I have earned something by the sweat of my brow, not just because I'm a woman."

Juanita Kreps

Currently on the boards of directors of the New York Stock Exchange and the J.C. Penney Co., Inc., Kreps is also a wife and mother of three college-age children. Pretty and fashionable, she displays both competence and personal charm as she plays her many roles.

The Kreps style was clearly evident at a recent meeting of the advisory panel of the Manpower Development Corporation in Chapel Hill. The dozen or so panel members, all of them men, stood as chairperson Kreps entered. Smiling warmly and shaking hands, she made her way across the room and took the chair. Then, maintaining her easy smile and speaking in a soft but confident voice, she unveiled impressive boardroom skills.

She called on the first speaker, listened and took notes as he spoke, and then offered a systematic, four-point approach for organizing the day-long meeting "so that we can use all the expertise we have available most efficiently." She repeatedly cut to the heart of speakers' comments, gently but firmly ended rambling discourses, and added comments that demonstrated her long-time familiarity with both North Carolina's manpower problems and the whole manpower field.

Remembering the Past

Kreps' work in the manpower area has led her to favor a systematic approach to solving manpower problems, and she bemoans the absence of such an approach in the Nation's overall manpower policies. Speaking in Asheville, N.C., last summer, Kreps maintained that "we jerry-build a different manpower policy in each decade with little attention to the lessons of the past."

Asked why manpower efforts have not been systematic, she blamed short-term funding practices that limit advance planning; the absence of a good channel for disseminating information about program successes and failures; and a tendency to judge programs by the wrong criteria. To illustrate the latter points, she cited the public works projects of the Great Depression.

"There was a great tendency to say that those programs were not good, that it was all leaf-raking. But the basis on which we should evaluate programs is not on whether the people looked busy but on what the programs accomplished. Building schools, dams, libraries—that wasn't income maintenance but productive labor."

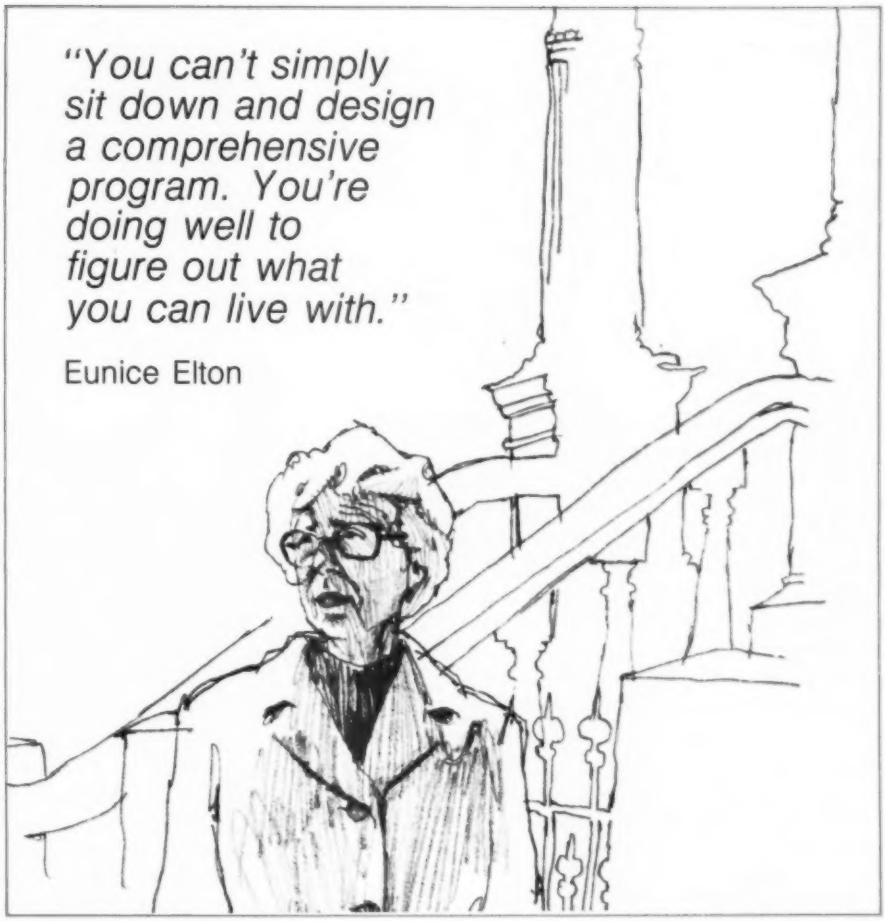
Kreps endorses the use of a combination of public service employment, such as is now funded under CETA, and public works employment as a means of combating high unemployment rates during economic slumps. Public service employment alone, she says, "has limited value as a countercyclical tool. . . . To reach even a majority (of the Nation's jobless) would be an expense the country cannot afford."

Kreps is also in favor of making public service and public works employment available to unemployed college graduates as well as to workers with less education. "Not all college students were sent by rich parents," she points out. "There is a place for college graduates in public service jobs."

Kreps emphasizes, however, that public employment programs must be carefully planned in order to be productive. "We must find the means to identify the most economically and socially useful projects and save them for implementation during periods when the private sector does not absorb the work force." She adds, "And all such naturally inflationary programs should have a self-stop as well as self-start trigger or we'll stay forever on an economic roller coaster."

In view of Juanita Kreps' combination of pleasing style and firm substance, it is not surprising that she has been named to so many public and private policymaking boards. She assumes, however, that some opportunities have come her way "because they wanted a woman," and she does not strongly object.

"I don't mind tokenism at this point," she says. "That's a phase many groups go through before they move up. But I'll get very mad if the situation stays this way. And I do like the feeling that I have earned something by the sweat of my own brow, not just because I'm a woman."


"You can't simply sit down and design a comprehensive program. You're doing well to figure out what you can live with."
Eunice Elton

EUNICE ELTON

When manpower specialists from northern California mention "Mom," they are probably not referring to their own mothers but to the CETA prime sponsor for San Francisco. The good-natured nickname took hold because MOM is the acronym for the prime sponsor, the Mayor's Office of Manpower, and because MOM is headed by a woman, California employment service veteran Eunice Elton.

Elton is a tall, angular woman whose musical voice conveys both exasperation and amusement when she says, "This is the most odds-and-ends job I've ever been on." The odds and ends arise both from the nature and relative newness of CETA operations and from characteristics unique to San Francisco.

Like other cities, San Francisco has faced a hodgepodge of startup problems in implementing CETA, which became operational in mid-1974. A multitude of program planning and funding decisions have had to be made—often, Elton says, without complete data about previous program results. The mechanics of hiring personnel, setting up reporting systems, even finding office space have also demanded attention. Currently, the 70 staff members who report to Elton are scattered in four locations, and she and other top administrative staff are in a spartan storefront building that is scheduled to be torn down for city redevelopment. Elton is now working to bring staff members together in one location.

Moreover, San Francisco's governmental system creates special administrative headaches. San Francisco is both a city and a county, and CETA activities are subject to procedural constraints from this structure as well as from Federal regulations. "The paperwork is a monster," says Elton, who must sign as many as five reporting forms for some activities.

The racial and ethnic mix which gives San Francisco its cosmopolitan air and melange of interesting people also creates the need for a wide variety of manpower programs. For example, programs must sometimes be custom-tailored for persons of Chinese, Filipino, or Latin origin, for

blacks or other racial minority groups, and for non-English-speaking clients.

Furthermore, representatives of San Francisco's ethnic communities and other special interest groups play an active role in the local Manpower Planning Council, which helps to make policy decisions for CETA programs. While a firm advocate of community involvement in decisionmaking, Elton acknowledges that it sometimes delays program action.

In view of all these factors, says Elton, "You can't simply sit down and design a comprehensive program. You're doing well to figure out what you can live with."

In the Beginning, WPA

Elton's beliefs about what she—and the city of San Francisco—can live with are based on a long history of experience in the manpower field. The daughter of parents who were both typographers, Elton says she "fell" into manpower work. Literally, however, her career began when someone else fell.

During the Depression, Elton, who held a master's degree in psychology from Stanford but had "no marketable skills except some typing I had learned in the eighth grade," took a part-time job supervising a Works Progress Administration (WPA) study of unemployed women in Pasadena. The women's division of the Pasadena State employment service office was in the same building, and one day a receptionist in that office fell and broke her ankle. Elton was offered the job.

Elton soon moved into professional positions; she started as a junior interviewer and eventually became a field supervisor in charge of all San Francisco offices. In 1968, the U.S. Department of Labor borrowed her to work with the San Francisco Concentrated Employment Program. Then, when San Francisco got a CETA planning grant, the city borrowed her to head CETA activities.

Elton has gotten to know manpower officials at all levels of government as well as local training contractors. As a result, she says, she has a "feel" for local manpower issues and a good network of people to call on for information and help. "I feel sorry for prime sponsors who have no background with manpower programs," she says.

Elton is results oriented. She is interested in building a better data base for making program decisions. For example, MOM collects detailed information about program costs, placements, and enrollee characteristics. Ethnic information is broken down into these categories: Chinese, East Indian, Korean, Other Asian, Native American, Mexican American, Puerto Rican, Other Latino, Arab, Filipino, Japanese, Other Pacifican, and Remaining Ethnicities (including Anglo).

Training contractors must report every change in a client's enrollment or job status as it occurs and may report a placement only after the client has actually reported for work. Says Elton, "Too many clients get lost between the time a job is offered and the time they report for work." A program monitoring unit verifies all reported placements by checking with employers. ("It helps to keep the program honest," Elton says.) Moreover, followup surveys are made 30 days, 6 months, and 1 year after each placement.

The myriad aspects of the job keep Eunice Elton busy. She usually walks the $7\frac{1}{2}$ blocks from her apartment to the office and arrives at 7 a.m. On days when meetings are scheduled, she may not get home until midnight. In her limited leisure time, she appreciates opera, ballet, and classical music. She also enjoys hiking in the Sierra Nevada.

BEATRICE REUBENS

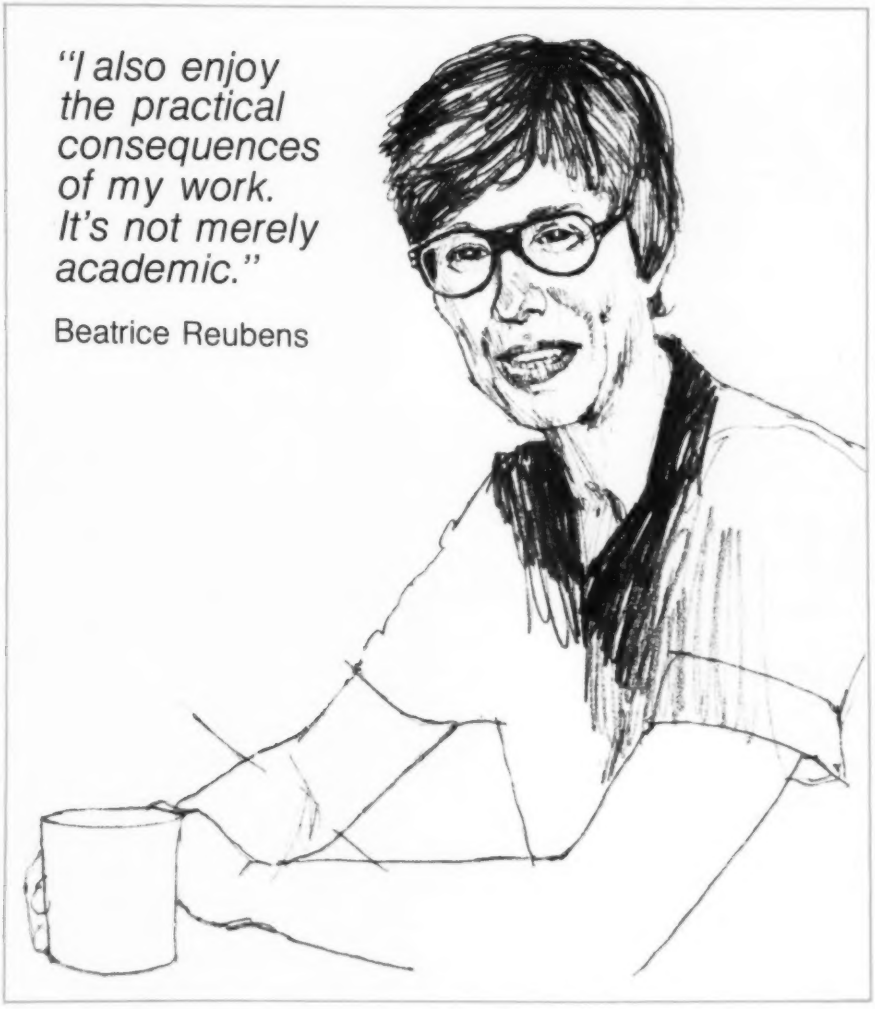
The adage holds that variety is the spice of life, but manpower researcher Beatrice Reubens might prefer to call it the *stuff* of life. "I get tired of doing any one thing," she says, and since World War II, she has combined research, writing, traveling, and homemaking into a rich life tapestry.

Beatrice Reubens is a senior research associate at Columbia University's Conservation of Human Resources Project, a high-powered research group headed by Eli Ginzberg, who has been called the pioneer of America's manpower research. Reubens specializes in comparative manpower studies. She has traveled extensively throughout western Europe to survey manpower problems and policies in the areas of hard-core unemployment and training and employment of youth.

Reubens shares many of her professional interests with her husband, whom she met when both were doing graduate work in economics at Columbia. Ned is a professor of economics at City College in Manhattan. He has also done much research abroad, and the two have traveled separately and together. During the academic year, both do research and write at their New York City home. During the summers, they carry their books and papers to Great Barrington, Mass., where they combine relaxation and work.

Beatrice Reubens' interest in the manpower programs of other nations began during World War II, when she worked in Washington, D.C., for several Federal war agencies and the Department of State. One of her jobs was to help prepare policy papers for postwar Japan.

After the war, the couple moved to Ithaca, N.Y., where Ned took a teach-



ing job. "In those days," Beatrice Reubens says, "there was no question about whose career came first. He was going to Cornell so I went to Cornell."

They had a daughter, now a psychiatric social worker in New York City, and Beatrice concentrated on homemaking but continued to do some research. "I never felt that I would go to seed if I weren't employed by an organization," she says. "I did research and I did housework. I enjoy homemaking, but I get tired of doing it, just as I get tired of doing any one thing."

The couple moved to New York City during the fifties when Ned got a teaching job at City College. That's when Beatrice, who had completed the course work for her Ph.D. before World War II, wrote her dissertation. She then took a job working with Ginzberg at Columbia.

Her first research assignments involved manpower in the United States. Then, working under a grant from the Manpower Administration, she traveled to nine western European countries to explore the problems of hard-core unemployment. She described her findings in the book *The Hard to Employ: European Programs*.

Traveling Suits Her

Since then, Reubens has studied various countries' efforts to help young people make the transition from school to work. Last spring, for example, she visited Sweden, Belgium, France, Great Britain, and Germany to look at guidance programs, job information systems, and followup services available to young people. She will describe these services in a book, tentatively titled *Bridges to Work*, which is scheduled to go to press at the end of the year. During the trip, she also gathered information for another book which will cover European, Japanese, and Canadian programs for providing occupational skill training for youth. She has also studied employment service operations in several countries. (See her article in the September 1975 issue of MANPOWER.)

Reubens, a quiet and methodical woman who knows enough of five European languages to read material in her field, takes a practical view of comparative manpower studies. "It seems sensible to me that we should look at what's being done in other countries, even though they may have different circumstances. That seems at least as sensible as starting from scratch."

She adds, "A lot of what seems inevitable or necessary to us Americans isn't so. Other countries have done things differently. But, if there are different ideologies or political bases in those countries, you can't expect easy transfers."

She also says that comparative studies do not necessarily offer solutions to manpower problems. In the area of combating high youth unemployment rates, for example, she says her research indicates that "nobody else has any good solutions. In fact, the European countries are only now catching up to us on problems. They are losing helper jobs—helpers for truckdrivers and delivery workers, for example—that used to be open to youth, and they're establishing higher minimum ages for factory work."

Beatrice Reubens likes her work. The combination of travel, writing, and research suits her temperament. She says, "I also enjoy the practical consequences of my work. It's not merely academic. The words don't just disappear into paper. They have some practical results."

She notes, for example, that many manpower officials abroad have read and used her book, *The Hard to Employ*. "In fact," she says somewhat ruefully, "I've seen more copies of *The Hard to Employ* in Europe than I have here."

MADELYN DAVIDSON

In the austere Montpelier office that she has occupied since March 1973, Madelyn Davidson sits behind a desk weighted with a gray nameplate made of Vermont granite. Davidson's thoughts are gray, too, as she recalls the crises she has faced in the 2½ years since she was appointed Commissioner of the Vermont Department of Employment Security.

"There's been one emergency after another," she says. "There was a flood that closed a lot of our plants and we had to set up temporary (unemployment insurance) claims offices around the area. Our agency has had budget cutbacks. And the biggest problem, of course, is that the economy's gone to pot."

The economic slump has dealt Vermont a hard blow. For the first half of 1975, the State's insured unemployment rate averaged 7.5 percent. By midyear, the State had paid out $19 million in unemployment insurance benefits—the total paid in all of 1974. And for the first time in the history of the State's unemployment insurance program, the trust fund from which benefits are paid has gone broke; as of midsummer, the State had borrowed some $21½ million from the Federal Government to cover benefit payments.

Madelyn Davidson explains that she has been attacking the State's unemployment problems on two fronts. First, she has been trying to beef up the local economy by bringing in new industry. For more than a year, she has been working with a steering committee of Vermont business leaders on plans to conduct an annual Green Mountain Industrial Tour. The tour will provide invited industrialists with a 3-day trip around the State as a means of encouraging them to establish plants there.

Second, Davidson has been working with State legislators to increase the rate of employer taxes that finance unemployment insurance benefits. A bill was proposed but not enacted last year, but Davidson has high hopes that a suitable measure will be passed this fall or winter.

Working with business leaders and politicians is old hat to Madelyn Davidson, whose career has been in banking. She started in public relations with the Montpelier National Bank in 1953 and eventually became a trust officer, assistant vice president, vice president, and finally, a member of the board of directors. She took a leave of absence from the board to assume her present job.

Davidson has been extremely active in both local and State banking associations. She was, for example, the first woman president of the Northern Vermont Chapter of the American Institute of Banking. A past president of the Montpelier Business and Professional Women's Club, she has also held various chamber of commerce offices at both the State and local level. The first woman president of the Montpelier chapter, she

has also been president, treasurer, and chairperson of the board of the Vermont Chamber of Commerce, where she is now on the Executive Committee.

A Democrat, Davidson has been active in the political arena since she was a child. That was when her uncle—who, like her father and grandfather, worked in the State's granite quarries—unsuccessfully ran for Governor of Vermont. "My father drove him all around the State and I helped out whenever I could," Davidson recalls. "Politics just got in my blood."

She Was the One They Knew

Like many State employment service heads, Davidson gained her job through a political appointment. "They were looking for a banker and a Democrat," she says with a smile, "and I was the only one they knew."

Before entering banking, however, Davidson had a taste of work in the manpower field. During the Depression, she worked for several New Deal projects, first as a secretary and then as a public relations officer. Among her employers was the office that directed all women's and professional WPA projects in Vermont. During and after World War II, she worked for several price control agencies before beginning her banking career.

Davidson, who is a mother and grandmother, cares about people. That quality shows as she goes about her everyday business. In talking to the head of placement services, for example, she mentions that a young worker from that unit "has been looking a lot happier since he moved into that job in data processing."

In the same vein, Davidson expresses sorrow at the plight of the State's unemployed. With a sad voice she reiterates, "The economic conditions in the State are our biggest problem."

"Many jobs have not been open to minority women, and it's a very good feeling to break new ground."

Alexis Herman

ALEXIS HERMAN

Four years ago, Alexis Herman seemed an unlikely candidate for a position that involves placing college-educated minority women in nontraditional jobs. At that time, Herman was tutoring black youth—black *male* youth—for apprenticeship exams in the building trades. She had conseled girls and women, but only toward traditional jobs and training. It didn't occur to her, for example, that black women might benefit from apprenticeship programs.

But Alexis Herman has changed. Today, at age 28, she is national director of the Minority Women Employment Program (MWEP), a Manpower Administration-funded program that aims to help college-educated minority women who have not been able to get jobs that match their education and abilities. The program, which now has a budget of $1 million a year, will place a woman in any suitable job, but it tries hard to open nontraditional doors.

MWEP uses the outreach strategy of seeking out persons who could benefit from the program and preparing them for job tests and interviews. The program began in Atlanta in 1972 and has since been expanded to six other cities. (See article in the July 1975 issue of MANPOWER.)

An unlikely series of events transformed Alexis Herman into an advocate for women. The story goes back to 1969 when Herman earned her bachelor's degree in social work from Xavier Univer-

sity in New Orleans and took a counseling job with the Catholic Social Services agency in her hometown of Mobile, Ala. As part of her job, she set up a work experience program for black Catholic students. She also did vocational and personal counseling with high school students and dropouts living at the low-income Roger Williams housing community.

As a result, Herman was invited to attend the 1971 White House Conference on Children and Youth as a delegate from Alabama. There she met Ernie Green, who was at the conference as head of the Recruitment and Training Program (RTP), Inc., the agency which pioneered the outreach technique to prepare minority youth to pass apprenticeship exams in the construction trades. RTP was about to start a similar outreach effort for shipbuilding jobs in Pascagoula, Miss., about 20 miles from Mobile. Herman pricked up her ears; the Pascagoula project might offer new job opportunities for Mobile youth.

Herman, whose expressive face shifts from easy humor to high seriousness as she relates the story, became involved in the RTP project and began to tutor young men for apprenticeship exams. Then a local girl asked if she could become an apprentice. "I simply hadn't given the idea a thought," Herman admits. But with consciousness raised, she placed the girl in a welding program and then began to encourage other Mobile women and girls to try to enter apprenticeship programs.

That was about the time that Ernie Green told her that a program which would apply the outreach technique to the problems of college-educated women was being started in Atlanta. Green encouraged her to apply for the job of directing the project, but Herman had great misgivings.

"I had always wanted to go to Atlanta," she explains, "but I had never been there and I was reluctant to leave Mobile and my family. Plus, I had never even had a job interview—my job with Catholic Social Services grew out of summer work—and I was scared to death. My first thought was to apply for the assistant director's job instead of director, but my boss at Catholic Social Services told me I would probably wind up running the program anyway and that I should apply for the top job."

Alexis Herman now sees that she was suffering lack of confidence—the problem that prevents many women from career advancement. But she applied for and got the job.

She Kept On Smiling

At MWEP, Herman found she had to learn about the "intricacies of the informal, white-collar labor market. People's personal characteristics, the way they talk and carry themselves, are very important in that market."

Alexis and the other four staff members canvassed Atlanta employers for professional-level job openings, learned what they were looking for in job applicants, and gave the women who applied to MWEP intensive counseling and preparation for each interview.

"We'd say to applicants, 'This guy is straight. He probably won't smile at all during the interview but don't let that throw you.' Or we'd say, 'This guy will act like you're the life of the party, but don't you relax and lose a professional demeanor.' "

But finding out exactly what characteristics employers wanted was far from easy. "The employers were often hostile and cold," Herman says. "They didn't want to be bothered. And we were starting out at the height of the women's movement and got the backlash from that. Employers said, 'We've hired blacks. Now we have all these white dames. And now you come along with black women. I don't know when we'll be able to hire them.' "

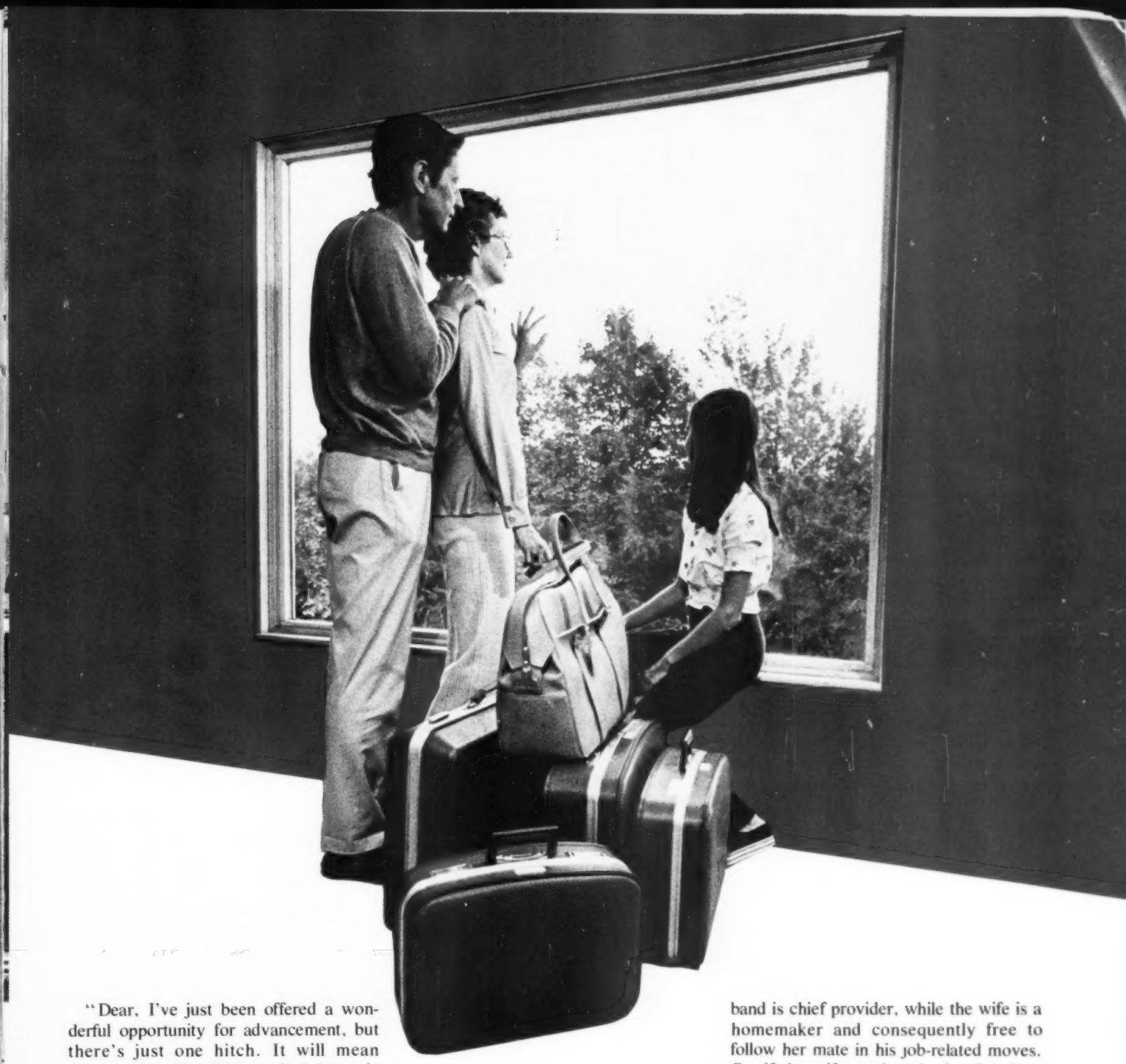
"I felt frustrated and was often depressed," Herman remembers, "but I talked to myself. I told myself that I had to keep smiling, that I couldn't lose sight of the goal." And perseverance paid off. MWEP began to place women in good jobs, and the program was expanded to Houston in 1973 and to five other cities last summer.

With the expansion, Herman became MWEP's national director. She is now out of day-to-day operations and concentrates on administration. She has been following a hectic schedule, flying to the five new expansion cities, setting up local operations, hiring and training staff.

The travel has been tiring, and some other parts of the job are not to Herman's liking. For example, she places great importance on counseling the women who use MWEP, and she regrets that manpower programs are generally evaluated in terms of numbers of placements and costs per placement. "Very important parts of the program just can't be quantified in dollars and cents," she believes.

But Herman is also finding the job worthwhile. "This has been a continued learning experience for me. It's forced me to be creative when I thought I couldn't be. It's forced me to be flexible and to shift gears when things go wrong. And I have gained in my own sense of confidence and courage."

And Alexis Herman is happy to be working for the cause. "Many jobs have not been open to minority women," she says, "and it's a very good feeling to break new ground." □



Married, Moving Up, And Moving

by Phyllis Lehmann

"Dear, I've just been offered a wonderful opportunity for advancement, but there's just one hitch. It will mean moving again." A fairly typical domestic conversation—except that in a growing number of cases the spouse breaking the news is not the husband, but the wife.

Job relocation has always meant uprooting families, leaving friends, selling homes, and adjusting to new locales. But rarely has it been complicated by the wife's career needs. Traditional male-female roles in the United States have dictated a tidy arrangement: The husband is chief provider, while the wife is a homemaker and consequently free to follow her mate in his job-related moves. Or, if the wife works, she is often in a relatively low-level job, earns less than her husband, and puts his career needs ahead of hers.

But times are slowly changing. With a number of equal employment opportunity laws on the books, employers are under the gun from both Government and women's groups to hire more women—and at higher levels. The ratio of male to female corporate executives is still only 600 to 1, but the pressure is on, especially at large, highly visible companies

Phyllis Lehmann is a freelance writer.

Moving Up

and institutions, to find women to fill the top jobs. One Chicago agency that conducts nationwide personnel searches reported recently that it is placing 25 percent more women in executive positions than last year.

All of this means that what the sociologists call "dual-career couples" are becoming more common. In such pairs, the wife's job is just as demanding and at least as well-paying as her husband's, she is as firmly committed to her career as he is to his, and both may have advancement opportunities that involve relocation.

What happens when the wife in a dual-career couple gets a transfer opportunity that doesn't jibe with the husband's career plans? An informal survey of couples facing this dilemma reveals an interesting variety of approaches—compromises, decisions to emphasize one career over the other, long-distance commuting arrangements, and even complete reversal of traditional roles.

The issue of transfers for married women executives came up for the first time this year in the prestigious President's Executive Interchange Program. The program, which started in 1970, offers young, rapidly advancing executives from Government a chance to spend a year in the private sector and gives executives from business a year's taste of Government. The participants in the highly selective program earn at least $27,000 a year, are between 30 and 40, and must be recommended by the top managers of their companies or the cabinet officers of their Government departments. The program is considered most beneficial if it involves a change in geographical location.

"We assume that, in the past, some women have turned down a chance to participate in the program because of marital or other attachments," says Jan Zeszutek, director of education and public affairs for the program. "The problem has not come up with the men, although we had one executive married to a television personality here in Washington who did commute to Detroit while working for a company there. But this is the first year we've had married women executives participating in the program."

It's a Two-Way Street

For two of the four women involved, the interchange program meant an immediate move to another city. The most drastic change faced Susan Norman, an aerospace engineer who left her job in NASA's systems study division at the Ames Research Center in California to become an operations analyst for the vice president of planning at Sikorsky Aircraft in Stratford, Conn.

"When I applied for the program, I told them it would be almost impossible for me to move," says Norman, "but the people in the program said it would be best for me if I would make a move and they would do all they could to help me arrange it." Fortunately, Norman's husband, who was then working at Lockheed Missiles and Space Company, was looking for an opportunity to teach for a while and was willing to teach any science course. The transfer problem was solved when Richard Abington, Norman's boss at Sikorsky, arranged a job for her husband teaching electrical engineering at Hartford State Technical Institute.

"We both felt that the move had to be an opportunity for both of us," Norman says. "Luckily, my husband has a broad background and is very flexible. But even so, we couldn't have done it without the help of the people at Sikorsky, at the interchange program, and at Lockheed, which granted my husband a leave of absence at a time when leaves were frozen."

When the interchange program offered Lois Kerkeslager, a supervisor in AT&T's corporate planning organization in New York City, a chance to spend a year in the Office of Management and Budget in Washington, the choice was clear to both her and her husband: She would commute.

"To ask a partner to transfer when both are into their careers really isn't fair," Kerkeslager maintains. "My husband works at Bell Labs in New Jersey, and there would have been no advantage for him to move. It would have put his career in a holding pattern for a year."

Kerkeslager doesn't necessarily see the separation as a problem, stressing that there are advantages as well as disadvantages. "When you're commuting, you have two cities to enjoy," she says. "If both people are heavily involved in their careers, Monday through Friday goes by quickly. Often there is work to take home, or there are social engagements

Meg Hovell transferred from IBM in New York City to the Treasury Department in Washington for the benefit of her career. A previous move had been for the benefit of her husband's.

Executive Lois Kerkeslager opted to commute to job in Washington and see her husband only on weekends in New York.

connected with work. But the weekends become something special, almost mini-vacations. Then, too, both people add to their circle of friends and their areas of interest, and I think it's good for both to realize their own individualities.

"On the negative side, it is, of course, harder to keep in touch with the small changes in the other person's life. Also, commuting is expensive, and other people often don't understand your arrangement." Married but without a partner, the person whose spouse is living in another city is often an odd duck at social situations, she says.

Still, Kerkeslager is encouraged by the arrangement. Commuting between New York and Washington is a cinch because of hourly shuttle flights and high-speed trains—services that do not exist between most cities.

When asked to describe the problems that transfers pose for a woman executive, a third interchange participant, Meg Hovell, laughingly responded: "You're not talking about a problem; you're talking about an open wound!" For her, though, the temporary change in jobs was more convenient because of an earlier decision.

Employed at IBM for 12 years, Hovell accepted a lateral transfer to Washington when her husband was offered a good job there in February 1974. When she was accepted for the Executive Interchange Program and assigned to the Treasury Department, no further move was necessary.

When she completes her 1-year assignment, Hovell will take a job as assistant to the vice president of management services at IBM in Westchester, N.Y. Because of her husband's current job situation the move will not be too difficult.

Meg's husband, who previously had his own management consulting business in New York City, had come to Washington to work for a client on an extended contract. When that job didn't work out, he turned to private consulting in the capital, which is not particularly oriented to his specialities—marketing and profit and loss.

"If my husband's contract had remained firm, I wouldn't even have looked for a job elsewhere," Hovell says. "But when he became flexible I told IBM I would move for the right job. By moving to Westchester County, we'll be within 30 miles of New York, and we hope there will be more opportunities for him there. We've sort of decided that the last move was for the benefit of his career, and this one will be for mine. We believe in compromise."

The Deciding Factors

Clearly, the women involved in the Executive Interchange Program have shown that it is possible to work out mobility problems to the advantage of both husband and wife. But they knew at the beginning that their exchange jobs were only temporary. What about women who are offered "permanent" jobs that would provide them advancement at the cost of relocating? Again, the decisions and approaches are as varied as the needs and personalities of the people involved.

Some couples decide to move according to whose career is progressing best. Meg Hovell cites the case of friends who have determined that the wife has more talent and more "salable" skills and consequently are banking everything on her career. Another woman executive is fortunate enough to have a husband who is an author and sometime college professor. Because he can easily move, she has the freedom to transfer when necessary and to accept such honors as a 1-year stint as a White House Fellow.

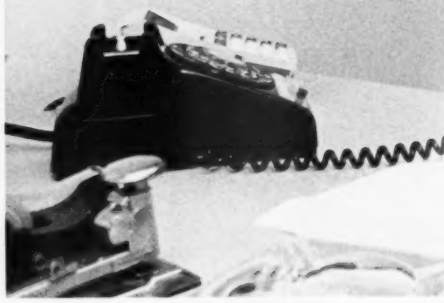
Many couples believe, like the Normans, that "any move has to be an opportunity for both of us to be worth it." Jeff and Rebecca Bryson, psychologists who have done research on the "professional pair," have had to face the mobility problem themselves. "I had a job offer in Dallas, and Rebecca had one in Philadelphia," Jeff Bryson says. "So we both took nonacademic jobs with the Navy in San Diego, and later we both were able to get on the faculty at San Diego State." Bryson admits that the problem will continue to plague them. "We're certainly restricted in looking for other jobs. It's hard enough for psychologists to find jobs now anyway, and for couples in the same profession, the problem is squared."

Other couples resort to long-distance commuting. This arrangement is not uncommon for couples in fields like politics or the theater, which usually involve frequent job changes, and it appears to be growing more prevalent among career couples in other lines of work.

Janice Doty moved to Baltimore when

Moving Up

Susan Norman left her job as an aerospace engineer with NASA in California to become an operations analyst for Sikorsky Aircraft in Connecticut. Her husband was able to make a cross-country switch with her.



her research physicist husband took a job at Johns Hopkins University and commuted the 50 miles to her job in Washington for 6 years. "My company had been encouraging me to move for some time, and this year I accepted a transfer to corporate headquarters in surburban New York," she says. In the meantime, her husband received a good offer from the National Institutes of Health just outside of Washington and decided to take the job.

"My husband has an apartment in Washington and commutes every weekend to our home in Greenwich, Conn.," Doty explains. "This arrangement will probably go on for at least a year, but we're hopeful he can eventually find something in New York."

Home for the Weekend

She adds that the transition has been surprisingly smooth. "I don't think I'd necessarily recommend it. It's lonely, and it's a pain in the neck, but we make the most of weekends. For this to work, you have to have a husband who believes in your career, and I'm lucky to have a great husband."

When careers and geography conflict, some couples even opt for a cross-country relationship. Her executive job in marketing promotion at Celanese Corporation in New York is important to Joan Hull, so when her husband, a divisional sales manager with Magnavox, was transferred to California, the couple set up separate east coast and west coast residences.

"It's not an ideal situation," Hull admits, "but it's working for us. We see each other once a month, sometimes stretching long holiday weekends or using part of our vacation time. Two weeks ago we met in Dallas, and occasionally each of us gets business trips to the other location."

At least as unorthodox as cross-continental marriage is the way in which Barbara and John Jusek have arranged their lives. For years they were a "traditional" couple, she dutifully following him in his jobs as professional musician and food industry salesman. When they finally settled in Columbus, Ohio, she went back to school in business administration "at a time when the students were mostly men whose wives were putting them through."

Following graduation, Barbara got a job as personnel manager in the printing division of Xerox Education Publications

Barbara Jusek and her house husband John, who have what Barbara calls the "perfect life," settle down in the family room of their Connecticut home after a day's work. Barbara has returned from Xerox Education publications, where she is personnel manager, and John has completed his household duties, including a check of the laundry, the only thing Barbara helps with.

in Columbus. "One day I was offered an opportunity to become personnel manager in the company's publishing headquarters in Middletown, Conn.," she says. "I laughingly mentioned it to my husband, and he said, 'Why are you laughing? I think you should pursue it. You're not going to get many offers if you take that approach.' " So in fall 1973, Barbara Jusek moved to Middletown and commuted back and forth to Columbus until the family found a house. Her husband proceeded to look for a job in Middletown, but most prospective employers wanted him to move yet again.

Her House Husband

Then John Jusek found the job he loved staring him right in the face: He became a full-fledged "house husband." "We have a perfect life," says Barbara. "My husband stays home and takes care of the house and our daughter, who is 11, and he loves it. He's a wonderful cook, and he manages our finances. The only thing I do around the house is the laundry. He doesn't like corporate strife, but I love the business world and hate housework."

The only difficulty that Barbara Jusek describes is the attitude of other people. "Our close friends are very understanding," she says, "but many people we meet socially just can't accept our arrangement. Immediately they ask, 'What do you do, John?' and it's difficult for him to answer 'Nothing.' People just won't leave you alone. As a result, I've become very cynical about society just liberating women. I think we have to liberate men, too, to do what's right for themselves."

Despite these success stories, the picture of the dual-career couple is not all rosy. Obviously, it takes two very secure individuals and a stable marriage to withstand the adjustments necessary to meet two sets of career needs. While the experience of separation or compromise may make some marriages stronger, other marriages simply break. Meg Hovell notes: "I was talking to a personnel director about this problem recently, and I said, 'Name me a woman above my level who still has her husband.' He was hard pressed to name any."

A not untypical case is that of a southern couple who decided to act on the woman's career, which was the more successful. Unable to accept the situation emotionally, the husband has become a near alcoholic, and the marriage is on the rocks.

Some women decide that transfers are not worth the cost of marital stability. One couple who had moved to a southern city for the wife's advancement suffered through a bad period in which the husband could not find a job. Now that he has a good job and is happy, she is resisting enticements from her company to move again, even for a promotion.

Research indicates that many other women are also reluctant to move. Reporting on their survey of female employment in 20 of the Nation's largest business organizations, Joanne Hayman and C. F. Fretz cite as a major problem "the inability or unwillingness of many women—married and unmarried—to relocate. . . . By not accepting the mobility attached to certain jobs, women can limit their own career development."

These findings are in line with other research indicating that despite some changes, traditional notions about men's and women's roles still prevail among both sexes. In *The Dual Profession Family*, based on in-depth interviews with 53 professional couples, Margaret Poloma and T. Neal Garland quote an all too typical example of the traditional outlook. A physician whose wife was an attorney confided to the researchers: "If my wife's career began to overshadow the home and began to infringe on my interests, I think I would be very resentful." Poloma and Garland found only one truly "egalitarian" couple where both careers were considered equally and where it was agreed that neither would accept a move unless the other found an equally good job at the new location.

Mobility Is Demanding

And it isn't only men who put the wife's career second. In a survey of 200 couples in which both members were psychologists, Jeff and Rebecca Bryson found that wives are more willing to make sacrifices for their husbands' careers than they expect their husbands to make for theirs. For example, 68 percent of the wives said they would accept a job in another town only if their husbands also received satisfactory offers, but only 26 percent said they would expect this consideration from their mates.

Of course, these findings do not justify the attitudes of employers who assume that married women will never move and do not even consider them for relocation, even though transfers may be mandatory for moving up the corporate ladder. More women are accepting the challenge of relocation, and there is some evidence of growing corporate flexibility—as exhibited by Lockheed and Sikorsky, for example—in helping professional couples work out their mobility problems.

In the end, though, the success or failure of dual-career marriages depends on whether specific couples are secure enough in themselves to arrange their lives for the benefit of both careers. This thought was voiced in one way or another by virtually all the people cited in this article: "It all depends on the people involved. If you want to make it work, it can work." □

Words & Figures

Women in Manpower Programs

Women represent 39 percent of the Nation's labor force. The proportion of women served by federally funded manpower training and placement programs exceeded this average during fiscal year 1975.

Programs funded under titles I, II, and VI of the Comprehensive Employment and Training Act (CETA) assisted 559,000 women and girls, 42 percent of all persons served. Some 178,000 of the female enrollees entered employment through CETA, and they accounted for 41 percent of all clients entering jobs.

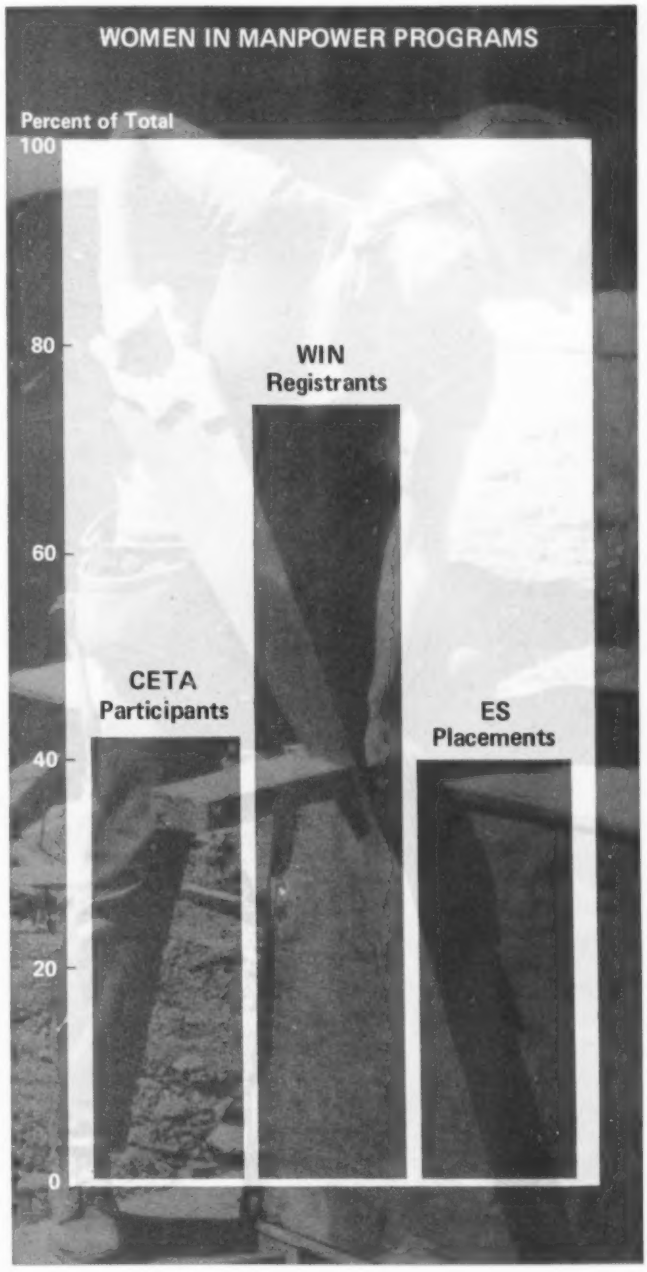
The Federal-State employment service placed 1,269,000 women in jobs during fiscal year 1975. This represents 40 percent of all people placed. Some 2,509,000 women were referred to jobs—41 percent of all individuals referred. The employment service made job development contacts with employers on behalf of 407,000 women applicants, and these resulted in job placements for 167,600 women.

Of the women placed by the employment service, 411,000 were minority group members and 370,000 were poor. Women represented 41 percent of all minority group persons placed and 41 percent of poor people placed. The average wage for jobs in which women were placed was $2.60 an hour.

Some 440,000 of the women registered with the employment service during the year were tested, and 412,000 got job counseling.

Seventy-four percent of the registrants in the Work Incentive (WIN) Program were female during fiscal year 1975. Of the 1,216,000 female registrants, 858,000 were mandatory and 386,000 were voluntary. Some 320,000 female registrants became WIN participants, and 39,000 were enrolled in training.

The employment service referred 173,000 female WIN applicants to jobs, and these resulted in placements for 102,000 applicants. Job development contacts were made for 81,000 female WIN applicants and these led to placements for 36,000 women.



In the Manner of Rosie the Riveter

by Edwin Harris

President Franklin D. Roosevelt once said, "We have no manpower problem. We have womanpower."

That was over 30 years ago, when the Nation was engulfed in a war that threatened to dry up its male work force. So Rosie the Riveter and Stella the Steamfitter stepped in and proved that they could do "a man's job."

After the war, it wasn't long before the age-old attitude that "a woman's place is in the home" began to creep back into the country's thinking. Women who did work—and they were gradually becoming a substantial part of the labor force—were mainly relegated to jobs at the bottom rung of the economic ladder.

Times continue to change, however, and women are increasingly moving into jobs that were once considered man's domain. As more and more women are contributing to or becoming solely responsible for the support of their families, they are asking for their fair share of the "bacon" jobs.

As a consequence of the increasing number of women workers, the Manpower Administration (MA) has stepped up its efforts to see that women are getting equal treatment in the workplace. Many of these efforts have involved training, since MA is aware that many female trainees in manpower programs—like women workers generally—were placed into jobs with salaries much lower than those for men.

One of the first efforts to correct this situation was to work through the Work Incentive (WIN) Program, which seeks to make people more independent of welfare by placing them in adequate jobs, and in which the great majority of participants are women.

In 1974, MA contracted with the Center for Human Systems, Inc., to develop a training program for WIN staff that would help them to find better paying jobs for women participants. Going hand-in-glove with the training program is a package of materials called "Increasing Job Options for WIN Women by Nontraditional Placement." It contains a videotape, three slideshows, and a 500-page trainers' manual. The package is being adapted for use by local sponsors of other manpower programs.

At the time the WIN Program was developed, the median entry wage for persons placed through WIN was $2.02 an hour: $2.58 for men and only $1.87 for women. The most recent figures available are $2.87 for men and $2.38 for women. WIN staff would like to claim credit for all of that narrowing of the wage gap, but admit that some of it is due to the increase in the Federal minimum wage to $2.10 per hour.

The WIN Program is a double-barreled effort. It seeks not only to convince employers that job requirements don't have to be related to sex but to instill confidence in WIN women participants that they can get and hold good jobs. There have been many successful placements.

Isabella Murphy, a waitress in a carryout shop before entering the WIN Program, became one of the first women busdrivers in the metropolitan area of Washington, D.C. She says that she has encountered some resistance from passengers who can't get used to the idea of a woman driving a bus, but that her job is interesting and rewarding and helps her to provide a higher standard of living for her three children.

Arla Provo, of Baltimore, Md., left the WIN Program to take a $5.14-per-hour job as a shipfitter in the Sparrows Point shipyards. After a 3-month training program, in which she was the only woman, Arla found herself reading blueprints and advising veteran shipbuilders.

"It's just a job," she says, "and the men have adjusted well."

Arla, who has a 3-year-old daughter whom she sends to a day-care center, hopes to go into an apprenticeship

Edwin Harris is a member of the Manpower Administration information staff.

Ruby Evans drives a bus on the afternoon schedule in Washington, D.C.

program in her field and encourage other women to enter jobs traditionally held by men.

"A woman can do almost anything if she wants to badly enough," she says.

Another WIN effort to place participants in well-paying jobs is to train them for specific occupations. Under an interagency agreement with the Environmental Protection Agency (EPA), participants are trained in the environmental field, and a contract with the Brotherhood of Railway and Airline Clerks (BRAC) trains participants as yard clerks. Many women participants have benefited from these programs.

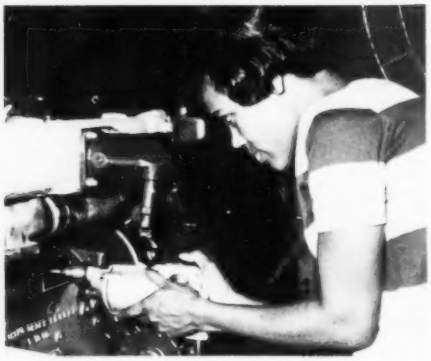
Jackie Sue Gregory, an EPA/WIN enrollee who started work as a telephone clerk for the Dallas Water Distribution Department, now operates heavy equipment, receives $698 a month, and has excellent chances for advancement. Elizabeth Isom, another enrollee, drives a pickup truck as part of her job. She checks and services water meters for the department.

A breakthrough for women occurred in Cayce, S.C., when the city hired the first female park maintenance employees. Enrollees Grace Jeffcoat and Cora Crosby help care for seven public parks.

Cayce City Manager E. H. Heustess, Jr., says, "We have tended to think of women only as secretaries and clerks. But now we've got to get away from preconceived ideas. We are interested in hiring people who will do the job, regardless of whether they are male or female."

Helping women to benefit from national on-the-job training (OJT) contracts is another facet of MA's efforts on behalf of women workers.

Rosie the Riveter



The Graphic Arts International Union will train 105 women as bookbinders. The International Union of Electrical, Radio, and Machine Workers is training 95 women (out of 132 trainees) in 16 occupations. Twenty percent of the enrollees under the last MA contract with the National Machine Tool Builders Association were women, and the association plans to increase this percentage. Since the beginning of fiscal year 1975, national OJT contracts have contained an affirmative action clause on women's employment.

MA has also funded the Minority Women Employment Program, a research and demonstration project to place minority women in managerial, professional, and technical jobs. The program is run by the Recruitment and Training Program, Inc., with research support from the Center for the Study of Human Resources. (See MANPOWER, July 1975.) It has met with success in Atlanta and Houston and has expanded to other cities.

In addition, there are several MA-funded outreach programs, such as the Labor Education Advancement Program operated by the National Urban League, which have expanded their services to women interested in getting into fields traditionally occupied by men. In Washington, D.C., MA funded a 6-month pilot project establishing the National Resource Center on Women Offenders. Cosponsored by the American Bar Association, the center is dedicated to working for reform on behalf of female offenders, including the development of measures to increase their employability.

One of the most effective MA-supported efforts to help women ex-offenders to get jobs is a project run by the Bedford Hills Women's Correctional Facility, in Bedford Hills, N.Y., and the Chase Manhattan Bank in New York City. After completing training within the facility and successfully participating in a work-release program, participants are guaranteed a job in the bank. Twenty-five women have taken part and have been grateful for the opportunity to make a suitable living.

In Memphis, Tenn., and New York City, MA demonstration projects attempt to raise the self-confidence and increase the sense of responsibility of black teenage girls through a role-model approach. The Memphis program works with 14- and 15-year-olds to reduce their school dropout rates and to give them work experience in day-care and recreation centers. In New York, 16- to 19-year-old girls are given individual counseling and training to increase their employment potential.

In the field of research, MA funds a variety of studies that explore the employment experiences of women or assess the economic impact of women on the labor force. Probably the most comprehensive study is being conducted by the Ohio State University's Center for Human Resources Research in cooperation with the Bureau of the Census. A 10-year survey scheduled for completion in 1978, the study is examining two groups of women, those aged 14 to 24 and those 30 to 40, and how their education, training, health, and mobility relate to their labor force behavior.

Another significant study is the recent University of Pennsylvania research which shows that women have gained significantly from

manpower training programs.

In 1974, the United States Employment Service issued an action plan to State employment service agencies for promoting the employment of women and expanding women's job opportunities. The Plan:

- encouraged State agency personnel to inform young women about nontraditional job opportunities, the types of training needed to qualify for such jobs, and the increasing importance of planning for work careers;
- reminded State agency personnel to delete age and sex references from job orders—unless those references are bona fide occupational qualifications—to avoid limiting candidates for available jobs; and
- provided special counseling information and job search publications for women.

In the near future, State agencies will get information to help them better meet the manpower needs of female veterans. A new *Dictionary of Occupational Titles,* one free of sex references, will also be issued. Meanwhile, the employment service will continue its emphasis on helping women get the jobs they need and want.

Under the Comprehensive Employment and Training Act (CETA), prime sponsors—usually States, counties, cities, or consortia—are given Federal monies to provide the manpower programs best suited to the needs of their particular areas. During International Women's Year, they have been encouraged to develop programs with significant, beneficial impacts on women.

One such program, in San Diego, prepares women for entrance examinations for jobs traditionally held by men. Under a subcontract with the Center for Women's Studies and Services, the city and county of San Diego are training about 40 women for jobs in the shipyard or as welders. The program also includes efforts to place its successful completers.

Advocates for Women, in San Francisco, recruits, counsels, screens, and places women in nontraditional management, technical, and skilled jobs in the Bay Area.

In another pertinent program, the American Indian Nurses Association (AINA) encourages prime sponsors of Indian manpower programs to train Indian women to be nurses. Forty-six percent of the participants in the Indian program are women. The AINA program provides such services as information on appropriate training institutions and help with recruitment.

Another MA element aiding the cause of the woman worker is the Job Corps, which has a policy of offering women the same vocational training men receive. The Job Corps trains women in many occupations in which they have been underrepresented, including carpentry, auto mechanics, painting, bricklaying, plastering, and welding. For example, Ellen Jordan, a masonry trainee at the Keystone, Pa., Job Corps Center, says. "I just wanted to prove to myself that I could do a job as well as a man."

Meanwhile, Job Corps continues to train thousands of young female enrollees in such occupations as clerical, secretarial, keypunching, nursing (nurse aide), and others traditionally held by women. But the choice is left up to the individual.

All these MA activities are particularly relevant in International Women's Year. In addition, there will be a variety of MA and departmental special events—seminars, conferences, workshops, videotapes, and so on—to increase awareness of the contributions of women to America's economic and social well-being.

There's no doubt about the fact that there was womanpower in President Roosevelt's time and there is womanpower now. Womanpower has been steadily increasing in potency since that era, and it has affected the work force in ways that would have made FDR proud. □

Less Than Equal Protection Under the Law

by Laura Perlman

Last summer, the American Civil Liberties Union and its New York affiliate filed a class action suit charging that the State of New York was discriminating against pregnant women in denying unemployment insurance (UI) benefits. The suit was brought on behalf of four women who said UI claims examiners told them they were ineligible for benefits during their pregnancies because they "had not been looking for work hard enough."

The women, however, argue that they wanted jobs and tried to find them. One is an airline flight attendant whose contract required her to take maternity leave. She says she was told she showed a lack of effort to find another job because she sought work as a receptionist, the "only job for which I had training."

Two others say they had been laid off from their jobs earlier and were getting benefits that were cut off when they became pregnant, even though they continued to seek work.

The fourth woman, an unemployed publicist, says her husband was hospitalized during her pregnancy and that she was the sole support of her family. Nevertheless, she claims, she could not find work or receive UI benefits.

On the other side of the case is the New York UI system, whose laws do *not* contain special pregnancy disqualifications. The director of the State's Unemployment Insurance Division, one of the defendants in the case, says, however, that pregnant women and other "special categories" of people are closely scrutinized as to "intent to find work."

The question, he said, is "Do they really want to work or don't they? Many pregnant women don't want to work. I wish I had a magic tool to tell, but since I don't, the claims examiner determines."

"State laws and practices that restrict the benefit rights of pregnant women are a major problem."

The New York suit is one of the latest in a long series of cases in which women have claimed they were unfairly refused unemployment compensation when they lost their jobs. Discrimination because of pregnancy is probably the most common complaint, but other women have challenged rulings that turned them down for UI benefits because they left work for family-related reasons that often force women—but seldom men—to leave their jobs. Still others have sought dependents' allowances commonly awarded to fathers and only rarely to working wives.

As yet, no decision has been reached in the New York case. The trend in earlier cases has been toward overturning pregnancy disqualifications and other benefit restrictions that apply almost exclusively to women. But major decisions have gone against some claimants and affirmed restrictive laws or practices.

According to the Manpower Administration's Unemployment Insurance Service (UIS), the Federal agency in charge of setting policy for the Federal-State UI system, many States still give women less-than-equal income maintenance protection. To point up persistent inequities and encourage States to correct them, the UIS has issued a special supplement to its Benefit Series Service, Unemployment Insurance Reports[1], a monthly reference service containing UI administrative and court decisions by State. The supplement, issued in observance of International Women's Year, discusses major problem areas for women in relation to unemployment insurance, records progress toward eliminating them, and provides background and guidance for those seeking legislative changes.

According to the supplement, State laws and practices that restrict the benefit rights of pregnant women are a major problem. To qualify for benefits under all State laws, a worker must be laid off from a covered job or have good cause for leaving it and must be able and available to do suitable work. Ordinarily, questions about the "able and available" requirement are resolved by determining a worker's physical fitness and honest effort to find work. But in certain States, a pregnant woman is subject to a more stringent rule: She is barred from receiving benefits for all or part of her pregnancy and for a number of weeks thereafter, even if she wants to work and is able to do so.

To put such a rule in perspective, consider that State UI laws do *not* establish fixed periods during which jobless workers suffering disabilities that afflict both men and women may not

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[1] A limited number of copies of the Benefit Series Service, UI Supplement on Women are available from the U.S. Department of Labor, Manpower Administration Publications, Room 10225, Patrick Henry Building, Washington, D.C. 20213.

draw benefits. Laws do not say, for example, that a worker with a broken leg is ineligible for 6 months or that one who has undergone a gall bladder operation is ineligible for 5 weeks. The States implicitly recognize that such periods would rarely correspond to the time a particular person would be unable to work. But they have been slower to realize that differences in health and job duties may cause one pregnant woman to need less time off work than another.

But change is coming. In August 1971, the UIS reports, 38 States had special provisions limiting the benefit rights of pregnant women. In September 1975, as a result of State legislative action, court decisions, and opinions of attorneys general, the number was down to 19.

Part of this progress has resulted from suggestions by the U.S. Department of Labor, which, as far back as 1946, recommended against provisions of State laws that deny benefits to all members of groups such as pregnant women instead of taking the facts of each case into account.

Provisions that still deny benefits to pregnant women are of two types. One suspends women from eligibility for a specified period before and after confinement. In the State with the longest preconfinement disqualification period, women are ineligible for benefits for 4 months before childbirth. In several States, the suspension period begins any time pregnant women are out of work for any reason. The longer the period, the more time benefits are denied to women who may be able to work and available for work but are unemployed because of layoffs or other circumstances beyond their control.

The other type of disqualifying provision makes women ineligible for benefits during all unemployment considered "due to pregnancy." The result is that a woman who loses her job for any reason while she is pregnant or who becomes pregnant after her layoff can be denied benefits on the grounds that her unemployment is "due to pregnancy."

"The States . . . . have been slower to realize that differences in health and job duties may cause one pregnant woman to need less time off work than another."

At times, State practice or a hearing examiner's decision has the same impact as disqualification provisions, even though such provisions are not written into State law. For example, women in several States have qualified for benefits, become pregnant, and then lost their benefits because examiners erroneously ruled that they were no longer looking for work.

Pregnant women may also be deemed unavailable for work—and hence ineligible for benefits—because UI personnel think employers are unwilling to hire them, according to the UIS supplement. The publication points out that Federal law prohibits hiring discrimination based on this factor: The Equal Employment Opportunity Commission's *Guidelines on Discrimination Because of Sex* provide that "a written or unwritten employment policy or practice which excludes from employment applicants or employees because of pregnancy is in prima facie violation of title VII (of the Civil Rights Act)."

Moreover, the supplement says, "there are serious and undesirable policy implications involved in measuring an individual's availability for work in terms of employer willingness to hire individuals in a particular category—whether the category is pregnant women, older workers, or members of minority groups."

Another way a woman can lose out on UI benefits during pregnancy is by being placed on maternity leave for periods longer than she or her doctor considers necessary, the supplement indicates. Some State courts have held that a woman put on maternity leave in accordance with a collective bargaining agreement has voluntarily left work—which means that she cannot get benefits until the disqualification period for a voluntary quit is over, even if she recovers from the childbirth before her leave is up and tries to go back but is turned down.

Score for Harpist

In recent years, changes in pregnancy disqualification laws and practices have often come about when women successfully challenged decisions refusing them unemployment benefits. Among those who have won court cases are a pregnant Baltimore harpist who was denied benefits when she could not find a job at the end of the symphony orchestra season, even though she was still able to work; a Nevada woman discharged when her employer learned she was 2 months pregnant; and a Michigan woman required to go on maternity leave because her employer and the local union interpreted a collective bargaining clause stat-

Less Than Equal

ing that an employee "may secure a maternity leave of absence" as making the leave mandatory. In each case, a State court affirmed the woman's right to benefits denied by the State agency. A Michigan attorney general has ruled a law setting a fixed disqualification period for pregnant women unconstitutional, and the Washington State Supreme Court in a 1973 class action suit upheld retroactive payments to women denied benefits when they lost their jobs for various reasons before or while they were pregnant.

But court decisions do not always advance women's rights in this area. In February of this year, the Utah Supreme Court upheld a State law denying benefits for unemployment "due to pregnancy." "In the matter of pregnancy," it commented, "there is no way to find equality between men and women."

"In the matter of pregnancy, there is no way to find equality between men and women."

Like pregnancy, family responsibilities that force women to leave their jobs create questions related to UI eligibility. At issue is the requirement imposed by all States that workers who voluntarily leave their jobs must have had good cause for doing so in order to qualify for UI benefits. The question arises: Does leaving because of family responsibilities constitute good cause?

Mixed Bag of Facts

The UIS supplement summarizes a number of cases involving the kinds of circumstances that often force women to give up their jobs: children's serious but temporary illness, a move to the locality of a husband's new job, lack of a sitter during night shifts, the conflict between irregular or evening work and the need to care for a husband with a heart condition or to obtain regular medical aid for a child. The decisions in these cases are a mixed bag, some affirming the woman's good cause for leaving and continued attachment to the labor force and others denying them.

This diversity reflects, in part, the difference in State laws. Some States define "good cause" to include personal circumstances. But 28 limit it to job-related causes—and hence deny benefits "to anyone who left work for personal reasons, no matter how compelling," according to the UIS supplement. Moreover, half of these States render a worker who quits for family-related reasons ineligible for UI benefits for a period longer than the normal disqualification time for voluntary leaving—some until he or she holds and loses another job.

In theory, all family-related disqualification laws now apply equally to men and women. But, the supplement says, "the factual situation is that they apply almost exclusively to women." Just how exclusively is suggested by one study indicating that 96 percent of all California workers affected by such provisions during a recent year would be women.

For more than a decade, the Department of Labor has recommended that good cause for job leaving should include good personal cause. It argues that industry—through employer taxes that are the main support of State UI programs—should pay the cost of all unemployment that is not a worker's fault.

The UIS supplement finds the special disqualifications for family-related job leaving both undesirable and unnecessary. Normal work availability requirements, it argues, are adequate for deciding whether a person is, in fact, unavailable for work; and hence special provisions are unnecessary to weed out claimants who have actually left the active labor force because of domestic obligations.

During past years, as the UIS supplement points out, many States have eliminated UI provisions applying to only one sex. But formal equality is a dubious gain when disproportionate numbers of women are still excluded from benefits.

In recent years, for example, the States that pay dependents' allowances in addition to regular UI benefits have eliminated earlier restrictions against women claimants—such as the one-time assumption that the male head of household is the whole or main support of his children. In most of these 12 States, allowances are paid for specified relatives—most frequently children—supported wholly or mainly by the claimant. On the surface, the provisions seem fair; women are subject to the same requirements as men for such allowances. But the practice—like that regarding good cause for job leaving—is another story.

For one thing, the laws are not always applied equitably, the supplement indicates. "Those who administer the programs tend to accept at face value a

father's statement that he has dependent children," it notes, "but to require the mother to prove that she actually provides more than half their support."

Even when UI administrators are scrupulously fair to claimants of both sexes, allowance programs poorly serve the needs of women workers and their families, the supplement suggests. Their crucial failing, it indicates, is their "whole or main support" requirement. As this requirement is commonly interpreted, the key to which parent gets an allowance for the children turns on which one earns more money.

The spouse with the lower income—in some 9 out of 10 families, the wife—gets no dependents' allowance. Yet for a substantial share of these families, the wife's earnings make the difference between poverty and a decent level of living. Department of Labor figures show, for example, that some 11 percent of husband-wife families in which the wife did not work had incomes under $4,000 in March 1973, but only 3 percent of similar families with working wives had incomes that low. At the same time, some 6.7 million working wives living with their husbands—or nearly a third of all women in this category—had husbands with annual incomes below $7,000.

While most such wives may not be the "main" support of their families, they clearly make a much-needed contribution to family income that most present allowance laws ignore. To correct this inequity, the supplement suggests that the test of eligibility for a dependents' allowance should be whether a claimant has dependents who relied on the income lost when he or she was laid off. This suggestion echoes a 1974 Department of Labor recommendation that States with dependents' allowances remove the "wholly or chiefly" support provision and specify "that unmarried children under 18 who live with or receive regular support from a claimant be considered his (or her) dependents."

"While most such wives may not be the 'main' support of their families, they clearly make a much-needed contribution to family income that most present allowance laws ignore."

Besides challenging UI laws and practices they consider inequitable, women are also asking UI administrators to make judgments about employer attitudes and practices that women consider unfair enough to make them quit their jobs. The UI gets into the act when these women claim benefits on the grounds that they have good cause for quitting.

Among women who have recently made that claim are several who were paid less than their male coworkers for the same work (despite equal pay laws), an artist whose employer gave sick leave to his male—but not his female—employees, a bookkeeper whose employer "began to make a habit of requiring her to feed and walk his dog and to babysit for his children," and a credit manager denied a promised promotion because, the boss said, she "thought like a woman." In each case, the UI affirmed "good cause." Also judged eligible for benefits were a barmaid who refused a job in which she would be required to wear a uniform "almost as brief as a swimming suit" and a secretary who was refused a job because she replied "yes" when her prospective employer asked if she planned to have a child.

Yet the sort of stereotyped thinking about a woman's role that lead to these discrimination charges also crops up occasionally in a State UI official's comments. A few years ago, for example, a UI referee disqualified a woman with experience as a nurse aide, maid, and restaurant worker after she failed to apply for a dishwasher job because, he commented, "any woman surely would be expected to qualify as a dishwasher. . . ." In another case, a UI appeals board ruled that a single woman living alone and supporting herself was part of her parents' and sister's family but not the sole or major support of that family. Hence she was determined ineligible for benefits.

". . . With Good Cause"

And there is more. When a woman stitcher did not apply for work in her trade in another town because her husband refused to let her work outside her hometown, an appeals deputy held her still available for work. "When a husband forbids his wife to work, or to consider working at a specific place," he ruled, "her refusal to apply for work is with good cause."

Fortunately for women workers, rulings such as these appear to be aberrations in a system in which women are gradually moving closer to full equality. By pointing up the problems and offering a few solutions, the Unemployment Insurance Service's special supplement may help them get there a little sooner. □

Cinderella Doesn't Live Here Anymore

by Mary Ellen Verheyden-Hilliard

Two thirds of *all* secondary vocational students are girls. The majority—55.5 percent—of all students in secondary, postsecondary, and adult vocational education are girls and women. And what is happening to the majority of vocational education students? It seems they are being better prepared for Cinderellahood than for jobs.

Cinderella, you may remember, was expected to do the cooking and cleaning and to do it well. She was also much admired for looking beautiful and maintaining a manner of grace and charm while carrying out her duties under the most difficult of circumstances.

When she was miraculously discovered by the Prince and went with him to live in the castle, we feel fairly certain that she did not take up an outside career of castle building or working in the sword repair shop in town. Rather, she remained in the Cinderella intensive spheres of nongainful castle economics where she was kept very busy with the enormous responsibility of seeing to the food, housing, clothing, and herbal needs of perhaps over 100 persons. She also suffered the emotional and physical drain of looking after her own family, which increased at the approximate rate of one a year.

The Prince, of course, never abandoned her (except for occasional trips to Crusader conventions) because that would have meant abandoning his castle, and there weren't too many other castles around where he could get a job as Prince without a lot of bloodshed. They never got divorced because that wasn't allowed. If things got too bad, she occasionally went to live in the convent, where she continued her female intensive work in an aura of sanctity. Usually, however, the Prince and Cinderella lived happily ever after—which wasn't really so hard to do because most people of the time tended to be dead by the time they were 35.

In many ways, the country's federally supported vocational education programs are preparing female enrollees for Cinderella's lifestyle. Statistics supporting this view appear in *Women in Vocational Education*, a report prepared by Dr. Marilyn Steele for Project Baseline, a massive study of vocational education which was funded by the National Center for Education Statistics and published late in 1974. The Baseline report says that 49.2 percent of all young women enrolled in federally authorized vocational education are in home economics, but that only 2.4 percent of all home economics enrollees are in training for gainful employment. The remainder are in programs designed to provide preparation for homemaking, not to offer training for work outside the home.

Unromantic Realities

Another 29 percent of vocational education's female enrollees are in female-intensive clerical fields, jobs that seldom offer high pay or promising career ladders. These statistics suggest that at least three-quarters of vocational education's female enrollees are preparing for Cinderellahood or for "something to do" while waiting for the Prince.

But, you may say, what's wrong with that? Most girls are going to get married and become mothers anyway. Why not prepare them to care for a Prince and children rather than pushing them into the "rat race" that has given men twice the ulcers of women and sent them to early graves? What's so terrible about expecting girls to grow up to be happily married, to take care of happy, healthy children, and to depend on their husbands to take care of their financial needs?

The answer to all these questions is that today's girls will face an adult reality that is dramatically at variance with the Cinderella myth. Figures from the Department of Labor's Women's Bureau and other governmental agencies show that:

- 53.9 percent of all women over the age of 18 are in the work force,
- *even* if a woman marries, she can expect to work for 25 years,
- 13 million women with children are in the labor force,
- 1 out of every 8 families is headed by a woman,
- 1 out of 5 black families is headed by a woman,
- 2 out of 3 *poor* black families are headed by women,
- the divorce rate is up 109 percent since 1962 and rising,
- child support by fathers in divided families is nearly nonexistent, and
- the majority of old people who are poor are women.

These facts clearly document the need for girls to prepare for lives vastly different from Cinderella's. And vocational education, it would seem, is an excellent channel for offering such preparation.

As already noted, the great majority of girls in vocational education are enrolled in female intensive programs. And according to *Women in Vocational Education*, these traditional programs dominated by females offer training for only 33 different occupations, while fields in which males predominate offer 95 job training options. Moreover, vocational areas in which girls are in the majority have a higher ratio of students to teachers than do areas in which most students are male.

Differential treatment on the basis of sex in educational programs receiving

Mary Ellen Verheyden-Hilliard is director of the Sex Equality in Guidance Opportunities project of the American Personnel and Guidance Association and a member of the District of Columbia advisory council on vocational education.

Illustrations by Gina Falcone Skelton

Federal funds is explicitly forbidden by title IX of the Education Amendments of 1972. Yet, various reports, studies, and congressional hearings document that unequal treatment is still pervasive in vocational education.

For example, a recent General Accounting Office report on the Federal role in vocational education pointed out and criticized sex-role stereotyping in vocational programs. April 1975 hearings held by the Subcommittee on Elementary, Secondary, and Vocational Education of the House Committee on Education and Labor also focused on sex stereotyping. Even those who have Federal responsibility for vocational education recognized and underscored the problem.

The Office of Education's Commissioner Terrell Bell testified, "There is more sex-role stereotyping in vocational education than in any other area." Dr. William Pierce, the Office of Education's Deputy Commissioner for Occupational and Adult Education, said that Project Baseline's *Women in Vocational Education* and other reports "verified what we already knew—that we still face serious problems in providing an equal opportunity for all students to receive training."

The long-range danger of sex-role stereotyping is that it provides the foundation on which institutionalized sex discrimination has been—and, in some cases, continues to be—built. Title IX of the Education Amendments of 1972 makes it illegal to bar one sex from vocational education schools or programs or to set up separate shop or home economics classes for boys or girls. The law also requires single sex institutions to submit plans for eliminating admissions barriers for the other sex. However, these requirements have not yet been fully implemented. For example, *Compliance Enforcement in Area Vocational Education Schools*, a May 1974 paper published by the Department of Health, Education, and Welfare's Office for Civil Rights, states:

> "By law . . . a single sex institution is in noncompliance *right now* if it's not eliminating admissions barriers according to plan. And according to title IX, the plan was to have been submitted and approved by June 4, 1973. So far, no plans have been approved."

As of September 1975, this count had not increased.

Dinah Shelton and Dorothy Berndt in an article in the prestigious *California Law Review* of July 1974 have put the matter quite succinctly: "The evidence of sex discrimination in vocational education is overwhelming."

Why has lack of equal opportunity for girls and women been prevalent in vocational education? Lack of interest in this issue on the part of vocational educators may be one likely answer. The *Women in Vocational Education* report of Project Baseline charges that "vocational technical education is a power base for male educators, despite the fact that the

Cinderella

majority of enrollments are female." For example, women account for only 15 percent of all members on State advisory councils on vocational education, and the first woman to be a State director of vocational education took office in the late summer of 1975.

At the April 1975 congressional hearings, Dr. JoAnn Steiger noted that, while working at the National Advisory Council on Vocational Education, she was "dismayed to find that many vocational educators—including some of the most influential ones—regard the vocational and training needs of women as inconsequential. Some refuse to concede there is a problem. Others view the matter as of the lowest priority."

Tell It Like It Is

Among vocational educators who *are* concerned with educational equity, two problems are often cited as roadblocks to fair vocational development for girls. One roadblock, they say, sits at the beginning of training, and the other awaits at the end. Girls, it is reiterated, simply have not enrolled and will not enroll in nontraditional programs because of societal and parental pressures.

But that is begging the question. Vocational educators can address this problem by

- informing parents, students, and community members of the reasons for girls to consider new career alternatives,
- informing counselors at junior high schools and other schools which feed into vocational schools of nontraditional vocational training options for girls,
- presenting programs for students at feeder schools to let them know they are welcome in nontraditional programs and to explain why those programs may be to their long-term advantage, and
- holding workshops that will help vocational education teachers learn how to encourage girls who are trying to reach nontraditional goals.

To simply wait for girls to appear at vocational or technical schools asking for nontraditional enrollment is like the situation a few years back when educators in all-white schools "waited" for black children to seek admission—unasked and unencouraged.

A second problem cited by vocational educators is that employers are not willing to hire women for nontraditional fields so it is useless to train them for new fields. But title IX of the Education Amendments of 1972 clearly states that a school cannot allow itself to be used by employers attempting to select employees on a discriminatory basis.

The Office of Education is making some efforts to address the needs of girls and women in vocational education. For example, the Commissioner of Education has sent a letter asking officials responsible for appointing State vocational education advisory council members to pay special attention to the fact that so few council members are women. In order to bring the question of sex-role stereotyping to the attention of the 51 State vocational education directors, a 1½-

hour workshop on the subject was presented during the directors' 3-day conference in Washington in May 1975.

In the area of research and development, the Office of Education's Bureau of Occupational and Adult Education is currently funding three projects. These include a study to determine why women of certain racial and ethnic groups enter nontraditional occupations and what helps them to remain in the programs, an effort to develop a bibliography of books on women in nontraditional occupations, and a study of 10 urban schools and communities to determine what factors lead to an acceptance of women in traditionally male dominated courses. The funds invested in these programs total $181,977. Vocational education's total discretionary budget for research and development at the Federal level is $8 million.

At the State level, research and demonstration projects are exploring issues related to stereotypic assumptions about work and training. For example, a Texas project is developing a model program for recruiting males and females in vocational education programs previously dominated by the opposite sex, and a North Carolina project is developing an in-service training program for educators concerning sex stereotyping in vocational education. Federal discretionary funding for research and development projects at the State level also totals $8 million.

Such efforts at the State and Federal levels are commendable beginning efforts toward ending sex-role stereotyping in vocational education and should be given the credit they deserve. They are, however, in no way commensurate with the magnitude of the problem nor do they offer hope for prompt and extensive action and impact.

For example, *proposed* Federal legislation would designate the correction of sex-role stereotyping in training and employment opportunities as a priority issue. But even if passed, the legislation would not take effect until fiscal year 1977 and implementation would doubtless take longer. Given the amount of time needed to issue regulations and guidelines for new Federal laws and to set up compliance mechanisms and procedures, it is likely that the girls who enter high school this fall will not benefit from such legislation and that at least one more generation of female vocational education students will be lost.

Slipper Doesn't Fit

The human cost can only escalate. As Dr. Janice Law Treker has pointed out in an article in *Social Education* in October 1974:

> "Young minority group women make the lowest wages, have the least desirable jobs and the highest unemployment rates. They are the poorest of the poor, yet the stress . . . in the schools remains on upgrading male not female employment."

Many of these young minority group women will find themselves somewhere in the statistics that indicate that 1 out of 5 black families is headed by a woman and 2 out of 3 poor black families are headed by women.

The difficulty which must be faced, I believe, is that eliminating sex-role stereotyping and the resultant sex discrimination which limits the aspirations and therefore the lives of girls and women will require *active, systematic, ongoing, massive, committed intervention* articulated and funded at the national level and underscored in the same manner at the State level. While recognizing that money isn't everything, I cannot help but wonder what would happen if 55.5 percent of all research and development funds at the State and Federal levels were directed to the needs of the 55.5 percent of vocational education students who are female.

Preparation for Cinderellahood is no longer a long-range vocation for responsible educators to be offering their female students. The glass slipper of sex-stereotyped education is far too fragile for tomorrow's world. Vocational educators need to remove their blinders, just as their colleagues are beginning to do in other educational institutions, and to take a hard look at the kinds of lives for which their students need to be prepared. If they do not, the likelihood is now great that those blinders will run them headlong into time-consuming and damaging sex discrimination suits brought by individuals and organizations concerned with educational equity.

And there is another facet of educational equity which needs to be considered. Dr. Virginia Trotter, Assistant Secretary for Education, has noted in a recent speech to the administrators of vocational education in large urban areas that vocational education is 50 percent to 70 percent more costly than an academic high school curriculum and that 2 years after graduation, vocational education graduates earn about the same amount as classmates who dropped out before getting their diplomas. It seems, then, that funds are being spent on females *and* males which are not buying either group the education they need.

Surely the $600 million vocational education program can make the changes necessary to serve all of its students both equally and well. And if such changes cannot be made in an expeditious manner, another question will need to be asked: Why should the Nation maintain a program which, as the record indicates, is presently doing so little for so many at such high cost? □

FLECO

How to Succeed in a Journeyman's World

by B. Kimball Baker

In 1967, a report of a national education association urged that "programs should be available for girls interested in developing skills in typing, stenography, the use of clerical machines, or home economics. . . . For boys, depending on the community, trade and industrial programs should be available."

Few better examples could be found of a long-prevailing stereotype that has only recently been seriously challenged—that certain kinds of work are suitable for men, certain kinds are suitable for women, and never the twain shall meet. The stereotype has been particularly strong in apprenticeable occupations—the jobs called the skilled trades—and many of the current challenges to it are focused on this area.

Within the last decade or so, women have begun to climb over the "men only" barriers surrounding the skilled trades. From 1900 to 1960, each decennial census showed women holding only 2 to 3 percent of the jobs in these trades. (Only during World War II, when war industries desperately needed women workers, was there a sizable variation from these percentages.) But in 1970, women held 5 percent of the jobs in the skilled trades and accounted for nearly half a million skilled trades workers. The rate of increase was twice that for women in all occupations and eight times that for men in the skilled trades.

Shattering the Stereotypes

There are other indications of progress. In 1960, nine skilled trades reported no women workers at all; in 1970, no skilled trade so reported. And 10 of the 14 skilled trades showing an increase of at least 5,000 women were traditionally "men's" jobs: automobile mechanics, carpentry, composition and typesetting, health (dental laboratory technician), heavy equipment mechanics, machinery, painting, printing press operation, and telephone installation and repair.

These statistics show that the traditions are breaking down, partly as a result of equal employment opportunity laws. But women still have a long way to go before gaining equality in the skilled trades. Five percent is better than 2 percent, but this figure is miniscule compared with 39 percent, the female proportion of the work force. Moreover, more than 98 percent of the Nation's 255,000 registered apprentices are still men.

B. Kimball Baker is assistant editor of MANPOWER.

Apprenticeship—a time-honored method for training persons in the skilled trades and for assuring high quality craftwork—combines on-the-job training with theoretical instruction. Apprenticeship programs generally are conducted jointly by labor and management and last from 2 to 4 years.

Apprenticeship programs have been set up in approximately 1,100 skilled trades, but women are in only about 200 of them. The majority of women apprentices are preparing for careers in cosmetology and a few other occupational fields, not in fields traditionally occupied by men.

Study Discloses Employers' Conclusions

Why are there so few women apprentices? The Women in Wisconsin Apprenticeships Study, a 3-year project funded by the U.S. Department of Labor's Manpower Administration (MA), suggested several reasons including employers' unwillingness to hire women because of unfounded assumptions such as "Women are not serious about work and want only pin money," "Most women trainees will marry and never use their training," "Women workers have a high rate of absenteeism," and "Some skilled jobs are too dirty or strenuous for women." (The last assumption exists even though many women work under such conditions in unskilled jobs.)

The study also cites the large number of women who grow up unaware of the likelihood that they will someday be looking for well-paying jobs, sex stereotyping of jobs, and hidden discriminatory practices by employers. (This study was described in "Women Apprentices: Removing the Barriers," in the December 1974 issue of MANPOWER.)

The Manpower Administration is actively seeking to increase the percentage of women in apprenticeship programs. MA's Bureau of Apprenticeship and Training (BAT), which is responsible for registering apprenticeship programs and guiding program development, forbids sex discrimination in apprenticeship. Moreover, BAT has worked with the Department of Labor's Women's Bureau to bring the advantages of apprenticeship to the attention of employers, unions, and women.

MA also supports several apprenticeship outreach programs for women which are funded under the Comprehensive Employment and Training Act (CETA). One example is Better Jobs for Women in Denver, which was developed by BAT with assistance from the Women's

Photo by Alyce Jackson

Working at what was once a male job bastion, trainee Nancy Lindismith masters a milling machine in a Detroit tool manufacturing plant.

Journeyman's World

Bureau. This program is sponsored by the Denver YWCA. Another outreach program is San Francisco's Women in Apprenticeship, which is sponsored by Advocates for Women, a group working to open employment opportunities traditionally unavailable to women.

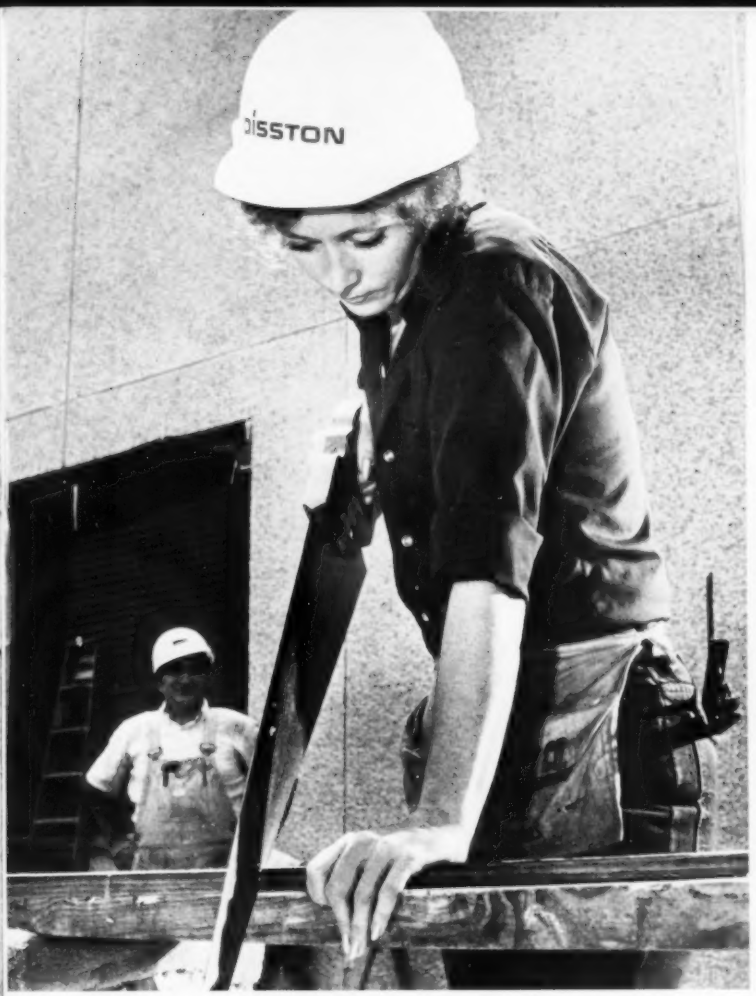
Moreover, with the help of the Women's Bureau, MA agreements with three minority outreach contractors—the National Urban League, the Mexican-American Foundation, and Recruitment and Training Program, Inc.—have been extended to cover women as well as minorities.

Several MA on-the-job training contracts with labor and industry groups also provide training designed to lead women into apprenticeship. For example, the National Tool, Die and Precision Machining Association (NTDPMA) is providing preapprenticeship training in tool-and-die making to more than 900 persons, 5 percent of them women. The Detroit Tool and Engineering Co. of Lebanon, Mo., for instance, is training a class of nine women and successful program completers will be hired as apprentices.

In addition, MA is helping apprenticeship information centers and State employment service offices around the country to publicize apprenticeship opportunities for women.

Why would a woman want to be a carpenter? Or a meatcutter? Or a steamfitter? Or a member of any other apprenticeable trade? The questions themselves reflect long-held stereotypes, and the most frequent answers, as might be expected, express motivations prevalent among all workers.

"I'm a joiner," says Elizabeth Ann Knighten when asked why she wants to become a carpenter. And so she is: an apprentice in the United Brotherhood of Carpenters and Joiners of America.



Jane Thomas, who has a 9-year-old son, expects to complete her 4-year apprenticeship in a Baton Rouge carpenters union next year, just about the time her husband gets a law degree from Louisiana State University.

In a more serious vein, Knighten cites some of the things she likes about her trade—a lot of outdoor work, the pride of achievement that she gets from working with her hands, a sense of independence, the chance to travel, and working with tools that she owns. Many other women apprentices give the same reasons. But the reason most women apprentices put at the top of their lists is money.

Apprenticeship is an excellent path to a good-paying career. The starting wage for apprentices must be at least equal to the Federal minimum wage—currently $2.10 an hour—and is often more. Wages increase progressively until completion of training, when graduates receive the full journeyman wage. In addition, fringe benefits are generally liberal.

Cheryl Robinson, a telephone worker apprentice in Anchorage, Alaska, says, "I worked in our union hall for 4 years and I just got tired of seeing everyone else make the money."

Sandra K. Carruthers, director of Better Jobs for Women in Denver, reports that within the last 4 years her group has placed approximately 250 women into about 40 apprenticeable skilled trades, including bricklaying, welding, electrical, and machinery. The average starting salary for placements is nearly $4 per hour, with potential earnings of as much as $9 per hour.

"Our statistics say one thing loudly and clearly," says Carruthers, "that the number one reason women are attracted to the skilled trades is higher pay. This really ties in with a very important concern of today's women—being able to satisfy their own economic needs, particularly if the wages they earn are their primary source of income."

Carruthers draws attention to the priorities in a comment by one of her placements—a tractor trailer driver—about the job's rewards: "Right now it's rewarding to me in the fact that it's a kind of job I like to do and I make the most money I've ever made—and in fact I really feel it's a frontier."

In return for good pay, women, like men, may have to put up with some unpleasant working conditions. For example, some work in the skilled trades is dirty, must be done outdoors in bad weather, or demands inconvenient hours. Moreover, women may face difficulties in their pioneering roles, for example, employers and coworkers may be unfriendly or even hostile. The fear of moving into an occupation that traditionally has been for men only can also be a very real problem.

Linda Okamoto correlates a blueprint with a completed piece of equipment under the experienced eye of a fellow employee at the Detroit Tool and Engineering Co..

Journeyman's World

"That fear was a definite hangup for me," says the Denver truckdriver. "But getting over it has been exciting and rewarding. I've proved that I can handle myself in a 'man's world' and I can make my own living."

Problems with coworkers are often resolved when these workers and the women apprentices get used to each other.

Says Patsy Cole, a laboratory technician, "I think some of the men in my first training group felt a woman really shouldn't be in an apprentice program, so they bugged me about it a little. But mostly, everyone has been great, and when I've really needed help, all I've had to do is ask."

Bud Garrison, director of the training center where telephone worker apprentice Robinson and 14 other women apprentices were members of a class of 120, says, "To start with, the men apprentices were a little leery. But the women are independent and want to do their own work, so the men grew to accept them as colleagues."

C&P Telephone Co. lineworker has reached the top in a job once reserved for men.

The leaders of groups aiding women apprentices do everything they can to prepare women for the hassles they may come up against. And these leaders do everything they can to convince employers and trainers they should place women in apprenticeship programs and the skilled trades.

Dorothea Hernandez, director of San Francisco's Women in Apprenticeship, recalls a meeting of a local apprenticeship training council: "I felt that I was on trial—the men on the council grilled me for 3 hours. But there was an educational process going on. Once we got beyond that first confrontation, we began discussing how we could help each other."

Employer confidence in the ability of women to perform in the skilled trades has been growing. Gwendolyn G. Poole, of the National Urban League's Labor Education Advancement Program (LEAP), points out that LEAP's record of placing 280 women has established its reputation as a reliable source of competent, committed workers.

Women Apprentices Have Come a Long Way

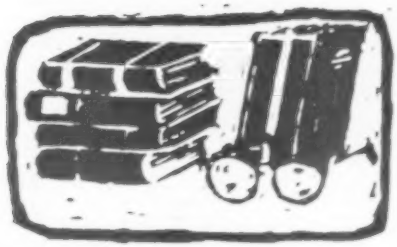
Growth in employer confidence and the projected need for many more skilled workers within the next decade are among encouraging signposts along the path of women apprentices. Also offering encouragement is the recognition by women apprentices of how far they have come, particularly in relation to where they were.

Before becoming a laboratory technician at a plant in Louisiana, Patsy Cole worked in the plant's mailroom—and she knew she didn't want to do that for the rest of her life. Carpenter Jane Thomas was attracted to her trade because it paid twice as much as any other occupation she had been in. Bricklayer Jackie Velker became disenchanted with pumping gas after she was the victim of a holdup. Virginia Wingate, apprentice tool-and-die maker under the MA-NTDPMA contract, had done rote mechanical work but is now learning such things as reading blueprints and setting up machines. With four children off on their own, she says, "The challenge of learning this occupation is something I really needed to get the blood going."

Summing it all up, Cole says, "It's an entirely different world."

It's not a man's world or a woman's world—it's a world where jobs are losing their gender. □

Book Reviews



Women and Economics

Sex, Discrimination, and the Division of Labor
Edited by Cynthia Lloyd
Columbia University Press, New York, 1975. 431 pages. $15.75.

As the women's movement gathered momentum during the late 1960's, the demand grew for courses treating the many facets of woman's role. Economists who sought to meet this demand with courses in their discipline were confronted by a serious lack of appropriate material. Economic theory traditionally has assumed that women's behavior has little or no effect on production activities in the market. Women's significant role within the family has also been all but ignored because national income accounts don't quantify the household's output. This collection represents Cynthia Lloyd's effort to fill a crucial gap in published economic literature.

The volume of 16 original essays examines the economic role of women in and out of the labor market. The book jacket claims that the essays can help readers having only a basic knowledge of economics appreciate an economic approach to problems surrounding the division of labor by sex and the research results derived from this type of analysis. The collection succeeds only partially in doing this. The reader's basic foundation in economics should include a recent course in microeconomic theory if he or she is to gain more than a flavor from the first and second parts of the collection, which treat female labor force participation, occupational segregation, and wage differentials between sexes. This is not to say that some general readers won't profit from skimming the essays, which invite a quick reading through liberal use of headings and concise summaries of research results. The last two sections of the volume are better suited to the needs and tastes of a general audience.

The editor sought to offer a balanced collection of research dealing with the interactions among sex, discrimination, and the division of labor; she has been reasonably successful at her task. The selection of contributors was wise, from the point of view of obtaining theoretical research input; and, as the publishers note, the book is particularly useful for those preparing to teach a course on women's issues. The articles appear to be based on the best available data, and most draw heavily from Government sources: the 1960 and 1970 decennial censuses, the Census Bureau's Current Population Survey, and various special reports issued by the Bureau of Labor Statistics.

The quality of research represented by the collection is uniformly good. T. Aldrich Finegan's work offers a thorough, though somewhat basic, explanation of variables that have influenced married women's participation in the labor force. He suggests no startling theories, but the article nevertheless should be required reading for a course in the economics of women and work. It is a clear exposition—and only a bit dull. I found Mark Rosenzweig's piece on women and child investment less useful. He makes competent use of regression analysis to handle an interesting research question, but the too limited conclusions leave one asking "so what."

Beth Niemi's work on women's geographic and intralabor force mobility illustrates a strength found in several articles of the collection. She develops indices that are excellent tools for researchers interested in pursuing work on these questions.

Special mention is due Solomon Polachek's article on women's labor force participation. He presents a logical, although somewhat technical discussion of the relationships among human capital investment, discontinuous labor force participation, and earnings differentials by sex. The effect of women's discontinuous participation in the labor force on their earnings is too often ignored or underplayed.

On the other hand, some articles make it evident that a solely economic perspective on women's economic roles can leave something to be desired. For example, Harriet Zellner's discussion of occupational segregation suffers from the lack of data.

The two concluding sections of the book that treat the economics of women's liberation and effects of government policies on women's economic position make the collection a particularly valuable addition to published work on women's issues. In particular, I recommend Shirley Johnson's assessment of the economic impact of women's liberation.

In sum, I would rate the marginal utility of *Sex, Discrimination, and the Division of Labor* as high for the trained social scientist or economics student, but somewhat lower for the general reader. It is particularly satisfying for those weary of the countless books and articles that treat women's problems in purely sociological or psychological terms, and offer too much opinion, too little hard data. The only real problem with this economic approach is the technical difficulty of the material for those lacking any training in economics. But many average readers can appreciate this collection; take it in small doses and ignore the graphs.

Constance Bogh Di Cesare

Constance Bogh Di Cesare is a supervisory labor economist with the Office of Manpower Structure and Trends, Bureau of Labor Statistics.

Moving Up

The Ambitious Woman's Guide to a Successful Career
by Margaret V. Higginson and Thomas L. Quick
Amacom (American Management Association), New York, 1975, 230 pages. $9.95.

This seems to be the year of handbooks for the woman who wants to get ahead in the executive world, particularly in those jobs formerly reserved almost exclusively for men. The Higginson-Quick contribution is a useful, well-written, and well-organized addition, and the authors take a moderate position on most aspects of the bias against women executives.

The book is really a three-in-one production—an overview of management attitudes toward women, a set of instructions for those women who are planning to storm the citadel, and a primer of management basics for any newly anointed manager, male or female. This results in a somewhat disturbing change of focus from chapter to chapter, but the message is clear.

The authors point out that discrimination against women in management situations ranges from the annoying to the malicious and destructive, but they place a share of the blame on those women who are eager for promotion but have no clearly defined career plan.

The authors also point out that advancement brings its own problems. Women are constantly reminded that they are different, not truly members of the management team. When a woman is promoted, she may often find that the job has been narrowed, the title changed, or that she is reporting to someone lower on the status scale than her predecessor did.

Despite such problems, however, Higginson and Quick regard the conditioning that women have accepted from family and friends as even more destructive than the rebuffs of the management hierarchy.

But what of the women who are successful in a business world where men still make the rules? Higginson and Quick say they almost invariably have these characteristics: risk-taking ability, candor, high self-esteem, ambition, energy, competitiveness, and ease in relating to men.

The book contains some excellent material on self-evaluation in terms of career planning. It identifies the ways that a newcomer can find and use the power centers in any organization. "No matter where you may be on the career ladder, you need to look after your own career."

Lenora R. Cross

Lenora Cross is executive director of the Business and Professional Women's Foundation.

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries and Publications Unit, Manpower Administration, U.S. Department of Labor, Room 10225, 601 D Street, NW., Washington, D.C. 20213. Enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, or the specified address given, and enclose payment.

Benefit Series Service—Unemployment Insurance Special Supplement

A special supplement, issued by the Manpower Administration, in observance of International Women's Year. It highlights the problems of women in relation to unemployment insurance laws and reflects changes in statutes and attitudes over recent years. Specify Benefit Series Service Report No. 304, September 1975.

Women in 1974

Annual report to the President of the Citizens' Advisory Council on the Status of Women for 1974. Available from the Council, Room S3306, 200 Constitution Ave. NW., Washington, D.C. 20210.

You Can

A Manpower Administration largely pictorial pamphlet to explain and attract young women to the Job Corps.

Why Not Be an Apprentice?

Women's Bureau illustrated leaflet answers 10 questions most often asked about opportunities for women in apprenticeship. 25 cents.

U.S. Working Women A Chartbook

Bureau of Labor Statistics book of 56 charts gives a graphic report on the changing role of women in the labor force. It provides information on the labor force participation of women—their employment and unemployment. It also portrays their marital and family status, analyzes the income of working women, includes data on their education, and reports on their tenure, work-life expectancy, and other special topics. Specify BLS Bulletin 1880. $1.75.

Women in Health Careers

This 147-page chart book was a working document prepared for use at the International Conference on Women in Health in Washington, D.C. in June 1975, sponsored by the Health Resources Administration. Major goals of the conference were to improve information on the status of women in health careers in the United States and other selected countries, to identify sources of data, and to stimulate comparative research. A final and more comprehensive edition is planned as a result of the conference. Available from Health Resources Administration, NIH Building 31, Room 3C-36, 9000 Rockville Pike, Bethesda, Md. 20014.

Career Counseling Handbook for Women

A Federal Women's Program handbook which should prove helpful in counseling both male and female employees, but especially women. Explains why there is a special need for career counseling for women; describes step-by-step procedures for helping women evaluate their work experience, set career goals, and implement their career plans; and provides descriptions of career counseling programs in several agencies as well as case studies of women who have successfully developed their careers. Specify Personnel Management Series Pamphlet No. 27 Available from Superintendent of Documents.

Dual Careers, Volume 3

Third Manpower Administration report on a 5-year study based on a national sample of women who were 30 to 44 years of age when they were originally interviewed in mid-1967. Data were derived from personal interviews conducted in the summer of 1971. Concentrates on the demand for child-care facilities and on the movement of women into and out of traditionally female occupations. A brief survey of the women's comparative labor force status for the years 1967, 1969, and 1971 is also provided. Specify Manpower R&D Monograph 21, Volume 3. $2.65.

MDC Behavior Identification Format

Designed as an evaluator's tool for identifying, understanding, and describing specific work behaviors, both positive and negative, which have bearing on employability of the handicapped client. Observation results provide specificity and structure for work adjustment training and treatment programing and help to measure a client's progress or change within a treatment/training program. Contains detailed explanations of the rating system for job-related behavior, recommendations for use of the form and manual, and definitions, examples, and sample descriptions for each of the 22 behavioral categories. Available from Materials Development Center, Department of Rehabilitation and Manpower Services, University of Wisconsin-Stout, Menomonie, Wis. 54751. $2.

Chronology of the Women's Movement in the U.S. 1961-1975

Traces the women's movement from the establishment of the President's Commission on the Status of Women in December 1961 through the appointment of the National Commission on the Observance of International Women's Year in April 1975. Single copies available from IWY Secretariat, Room 1004, Department of State, Washington, D.C. 20520.

We Can Work It Out

Office of Education leaflet describes three programs which are designed to help young people stay in school: Talent Search helps qualified high school students or dropouts of financial or cultural need and with exceptional potential for postsecondary education; Upward Bound helps high school students from low-income families develop skills and motivation necessary for success in college; and Special Services helps remedy academic deficiencies of students already in college or accepted for enrollment. Specify DHEW Publication No. (OE) 75-17100. 40 cents.

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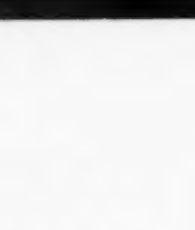

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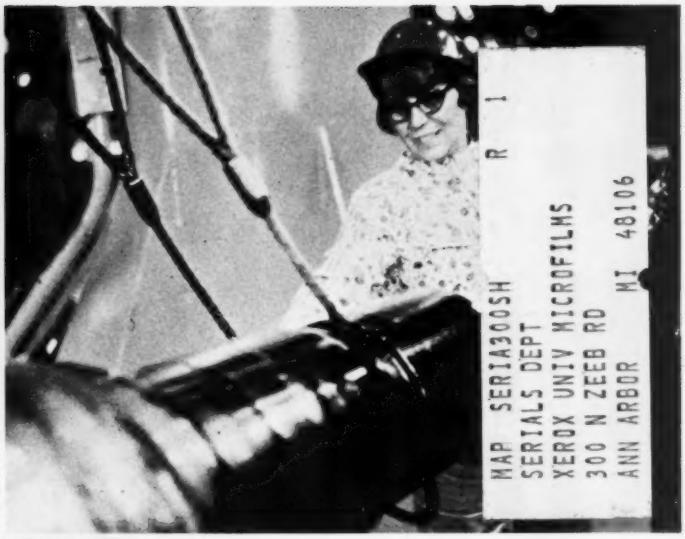

"Woman's place", some say, "is wherever she wants it to be." The women pictured here wanted to be in jobs with livable incomes, and the Work Incentive (WIN) Program helped them get into nontraditional fields. For a full report on how WIN and other Manpower Administration programs are preparing women to take new places in the work world, see "In the Manner of Rosie the Riveter" on page 29.